CENTRALIZED RIVER RESERVATION SYSTEM

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CENTRALIZED RIVER

RESERVATION SYSTEM

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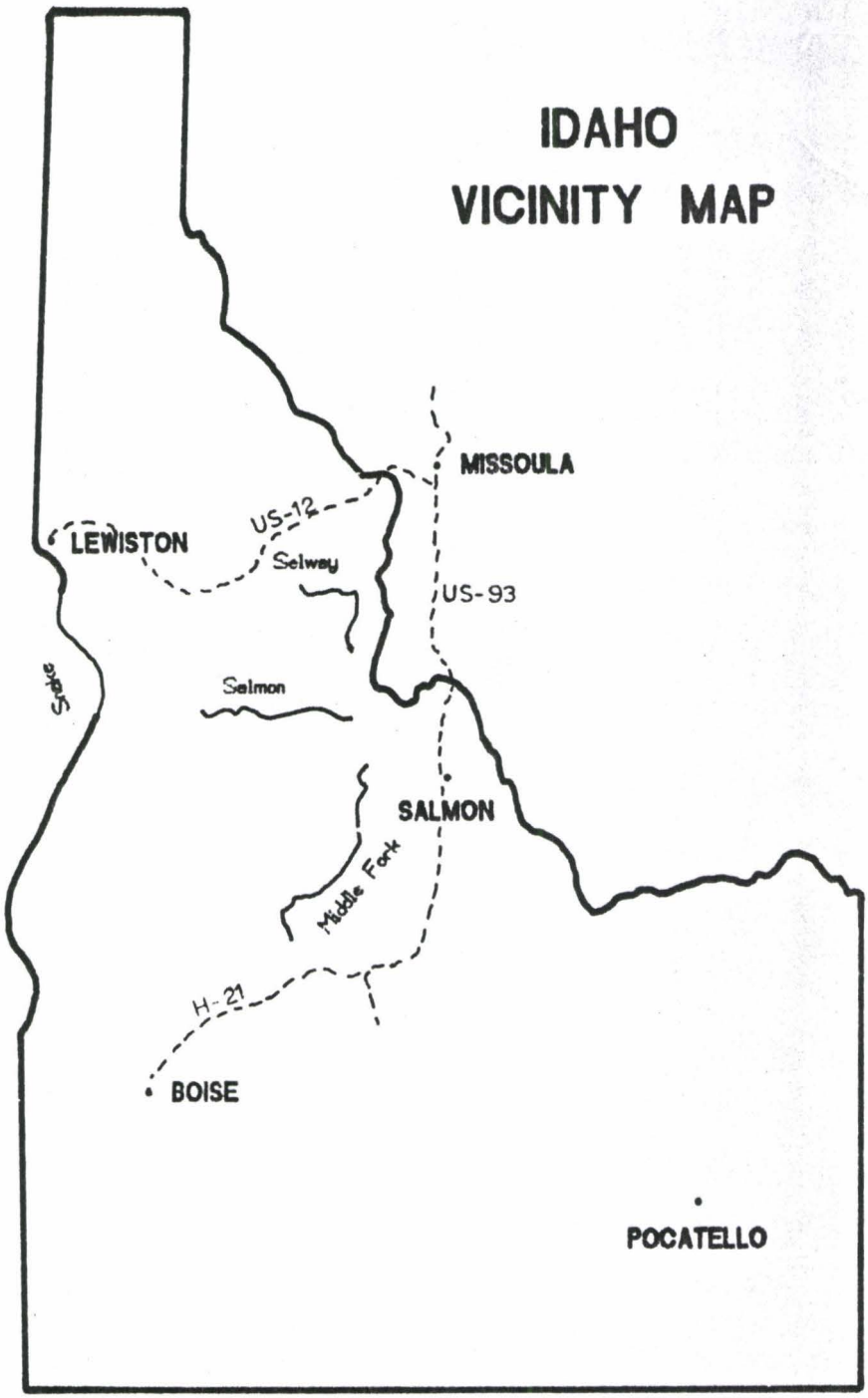
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VICINITY MAP
MISSOULA
LEWISTON
US-12
Selway
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Salmon
Snake
SALMON
Middle Fork
H-21
BOISE
POCATELLO

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Title: Centralized River Reservation System

Abstract: Since the passage of the Wild and Scenic Rivers Act of 1968, many land managers have implemented a river reservation system without national direction or policy. The resulting lack of uniformity has created a variety of systems making it difficult for users to learn how to apply for permits on the various rivers. The Salmon, Middle Fork of the Salmon, Selway and Snake Rivers were used to study and test a centralized system.

The project evaluates past use to determine user patterns and the number of multiple-river applicants; analyzes costs associated with conducting the existing lottery systems; develops six alternative centralized reservation lottery systems; evaluates and tests a trial centralized system; and compares it to the existing decentralized systems. A permit application fee is also developed and implemented by the project.

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EXECUTIVE SUMMARY

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SUMMARY: Concern has been raised about the lack of uniformity in river reservation systems especially where more than one river serves the same public. This concern was raised to a national level during the National Rivers Workshop held in Baton Rouge, Louisiana in 1984. National and Regional Recreation Staff Directors selected the Salmon, Middle Fork of the Salmon, Selway and Snake Rivers as a collection of regional rivers to study and improve the permit reservation systems. The project objectives centered around improving services to the non-outfitted river boaters and reducing costs.

The project investigates simplifying and combining the four individual river permit reservation systems into one centralized permit reservation system. The study evaluates past use to determine user patterns and the number of multiple-river applicants. This process was accomplished by electronically combining the 1986 permit application data from each river and hand compiling the information into a data base that was used to develop six alternative lottery strategies. This information was also used as a data base to determine if project objectives were met.

A study to determine what it costs to conduct the lottery systems was used to set the value of processing reservation applications and permit fees. A permit reservation application fee of $5.00 was implemented with the test system. This study was also used to project savings benefits by combining the river reservation systems into

one centralized system. The projected savings of combining the systems is $12,200.

The study showed that 5,065 applicants submitted 7,102 applications for 1,100 permits in 1986. These data indicates an application to permit ratio of 6.46:1. The data also shows that 542 initially assigned launches were either cancelled or not confirmed, indicating true demand is not reflected by the number of applications. Data from the centralized test system shows that 6,574 applicants submitted 6,574 applications in 1987. This is a workload reduction of 528 applications or an apparent reduction of 7.4 percent. However, the 6,574 applicants requested 10,488 different river permits which indicates a theoretical workload reduction of 47.7 percent.

An objective of the study was to maximize the selection of applicants' most preferred or first choice river and date. The results were that 83.3 percent of the successful applicants drew their first choice river and date.

Based on the study results, it is recommended that the 1987 test system be implemented as the standard lottery procedure; that management plans be modified to permit consolidation of secondary allocation systems; that information be made available to the public through brochures that describe the system, and through information charts that show high demand periods of the season for each river; and that the information be made available to other administrative units who might benefit by developing their own system or consolidating with this system.

I. INTRODUCTION

History

"When there was little demand for river recreation opportunities, few people were concerned about the way a particular river was managed. Planning and management were limited to making sure people didn't litter and providing some facilities. Those days are long gone" Schreyer (1985).

River rafting is a relatively new recreational activity that has grown dramatically since the mid-1960's. As demand for river access began to exceed acceptable use limits in some areas, managers sought ways to control that use, which in turn led to increasing regulation of river activities.

Whitewater rivers are sometimes viewed as special situations (Schreyer 1977) in which the scarcity of the resource may legitimize limitations on use. Since passage of the 1968 Wild and Scenic Rivers Act, many managers have implemented reservation systems on such rivers without national direction or policy. The resulting lack of uniformity among the variety of reservation systems has made it difficult for river users to learn how to apply for permits on different rivers.

A new management approach is being tried on the Salmon, Middle Fork of the Salmon, Selway and Snake Rivers to study a centralize system that could both unify and simplify the application process for river access. All four rivers are in central Idaho. Administratively, they are located in the following units:

Salmon River -- North Fork Ranger District, Salmon National Forest, Intermountain Region; Salmon River Ranger District, Nezperce National Forest, Northern Region
Middle Fork of the Salmon River -- Middle Fork Ranger District, Challis National Forest, Intermountain Region

Selway River -- West Fork Ranger District, Bitterroot National Forest and Moose Creek Ranger District, Nezperce National Forest, all in the Northern Region

Snake River -- Hells Canyon National Recreation Area, Wallowa-Whitman National Forest, Pacific Northwest Region

Thus, the study will cross several administrative boundaries at three levels of the U.S. Forest Service.

The four rivers are designated Wild Rivers, and each provides recreational floating under a permit reservation system. Both outfitter and non-outfitter permit systems exist on each river, however, this report will only deal with the non-outfitter permit system. Approximately 5,065 recreationists competed for a total of 1,100 permits to float these rivers during the 1986 regulated season. Until the trial centralized system was implemented this year, three of the four river management plans allocated permits by lottery; the fourth (the Snake) allowed either lottery or "first call" (see below). River users who wanted to float more than one of these rivers had to obtain separate application forms from each of the managing agencies. Applicants interested in several rivers often were confused by the different application procedures and sometimes used the wrong procedure on a given river.

Past Situation

Three different programs and data sets were maintained in a Fort Collins, Colorado, computer to process the river reservation programs on the Salmon, Middle Fork and Selway Rivers. The Snake River used a telephone reservation system and stored its data in a local computer. Each of the four rivers had a different application procedure and reservation system:

The Salmon River

The regulated season on the Salmon River starts June 20 and ends September 7. Four private launch opportunities are reserved for each day during this period.

An electronic drawing was used to allocate reservations. Applicants started the process by picking up applications or sending self-addressed envelopes to the North Fork District Office and returning the completed forms between December 1 and January 31. Applications were then entered into a data base, and a computer drawing was held the second week of February. Successful applicants had to confirm their reservations by April 15 or the permits were reassigned.

The secondary reservation system, which began the second Monday after April 15, consisted of first-call telephone reservations. All canceled or unconfirmed launch reservations were reallocated at this time, and this system stayed in effect during the regulated season.

Middle Fork of the Salmon River

The regulated season on the Middle Fork starts June 1 and ends September 3. Four private launch opportunities are reserved each day for 88 days of the season, and three private launch opportunities are reserved for the remaining seven days.

Reservations were allocated in an electronic drawing. Applications were picked up or sent for at the Middle Fork District Office and returned by January 31. They were then entered into a data base, and the computer drawing was conducted as soon after February 1 as possible. Successful applicants had to notify the district at least two weeks before their launch date if they decided not to use the reserved launch or they would lose the opportunity to compete in the next three years lotteries.

The secondary reservation system began as soon as the computer drawing was completed. Canceled launches were reassigned on a first-call telephone basis. This system stayed in effect throughout the regulated season.

The Selway River

The Selway River's regulated season begins on May 15 and ends August 1. One private launch opportunity is reserved for each day for 62 days of the season. The remaining 16 days are reserved for commercial outfitters.

Reservations were allocated by an electronic drawing. Applicants started the process by obtaining information packets, which included reservation request, from the West Fork Ranger District. The form had to be returned between December 1 and January 31. Applications were entered into a data base, and a computer drawing was conducted the first working day of February.

The secondary reservation system began as soon as the computer drawing was completed. Any unassigned or canceled launch dates after the initial drawing were reassigned on a first-come basis by telephone. This system was in effect through the balance of the regulated season.

Snake River Hells Canyon National Recreation Area

The Snake River's regulated season begins on the Friday before Memorial Day weekend and ends September 15. Three private launch opportunities are reserved for each day during this period.

Reservations were made by telephone on a first-call basis starting the first Saturday in February. Anyone who did not obtain a reservation under this system could have his/her name placed on a waiting list for up to three alternate dates; the person was notified by phone (collect) if a reservation later became available on one of these dates..

People could obtain more than one launch a season if they called for the additional launch after they completed their first one. In other words, only one reservation could be held at any one time. No secondary system was used on the Snake, and the primary reservation assignment system continued through the regulated season.

River Characteristics

Under the Recreation Opportunity Spectrum, the characteristics of the four rivers range from primitive (the Selway) to semi-primitive motorized (the Salmon and Snake). The Selway combines the largest amount of solitude with the most limited chance of encounters with other recreationists, while the Snake in particular and the Salmon to a lesser extent have fairly heavy power boat use during the height of the season. Although motorized craft are not allowed on the Middle Fork, encounters with other recreationists are more frequent than those on the Selway.

The Selway River is considered the most technical of the four river, while floating the Snake requires considerably less skill. The level of skill needed on the Middle Fork and Salmon Rivers lies somewhere between the two. The Middle Fork requires more advanced whitewater skills than the Salmon, although both rivers have several Class Four rapids.

II. PURPOSE OF STUDY

This study will analyse the feasibility of consolidating the four private river-reservation systems into one simplified system. The study's objectives are to:

1) Reduce the present costs of existing reservation systems to both agencies and private river users.

2) Simplify the procedures that applicants must follow when applying for access to more than one river.

3) Provide rafting opportunities for the largest possible number of applicants.

4) Minimize cancellations and non-confirmations of the initial allocation.

5) Maximize applicants' chances of receiving their preferred rivers and launch dates.

6) Develop a system that can be expanded to include additional rivers.

7) Develop a system that has the support of the public using the rivers.

8) Develop a system that meets the management direction specified in the various river management plans.

9) Develop a system that provides a service to the public; it should, as near as possible, provide equal access for everyone interested in using the rivers.

After establishing a trial centralized system, the project will compare it to existing river reservation systems. This trial system will be implemented during the 1987 season.

III. LITERATURE REVIEW

Prior to beginning this project, a literature search was conducted to determine what information was available on river reservations, permit allocations and centralized river reservation systems. One of the primary reasons for the search was to locate information specific to lottery type reservation systems. Westfornet's computer-based system provided a listing of potential literature. Other major information sources included:

-- The National Agriculture Library and Interlibrary Loan Facility of Westfornet at the University of Idaho were used to obtain bibliographies on recreation research and river recreation. These were then scanned for topical information and the relevant papers ordered for review.

-- The Current Research Information System (CRIS) was used to determine whether any current research is focusing on allocation of use within a single user group. Of the 12 river recreation studies listed in the search, none addresses river reservation or allocation systems.

-- Management plans for all of the rivers were reviewed to determine which management directions would become controlling factors for the project.

-- Several seminars have covered the general topic of river recreation use, trend and management. These seminars' proceedings were also reviewed for relevant information.

Generally speaking, there has been very little written on distributing use among a single user group. Most research has been dedicated to allocation between groups, mainly non-outfitted versus outfitted. However, this review was not intended as an exhaustive search on the subject. There are many variables that affect a project of this nature, and each could merit in-depth analysis. Managing rivers on a regional basis is an influencing concept of this study.

Managers have discussed the concept of managing rivers on a wider scale than an individual river for several years. Schreyer (1985) noted that: "More than 20 years ago, Wagar (1963) suggested regional management as a goal for providing a wide range of camping opportunities 'for many tastes.' However, this philosophy has generally not been incorporated into actual practice, particularly on rivers."

River managers in the West formed the Interagency Whitewater Committee (IWC) in 1973 in response to the need for coordinated management of common problems (Leatherberry et al. 1980). This committee has given managers an opportunity to share management problems and discuss possible solutions.

River research has been conducted on a national scale since 1976 (Lime 1980). Started in 1977, the National River Recreation Study's primary goal was "to describe characteristics and preferences of recreational users for a variety of rivers using standardized measurement instruments." (Lime et al 1980). Such research tend to link management of different rivers across the nation.

Feuchter (1984) stated that a "regional system of rivers is needed to provide improved and expanded recreational opportunities." This concept includes all rivers in a geographic region, regardless of administrative lines or their designations under the 1968 Wild and Scenic Rivers Act.

Lennon (1984) pointed out that "A number of rivers in a region are being managed and utilized to provide river recreation. These are the Chattooga, Chattahoochee, Nantahala, Ocoee, Hiawasee, French Broad, and Nolichucky in North Carolina, Georgia, Tennessee and South Carolina; the Manistee, Pine, Pere Marquette, Au Sable, Big Sable and White Rivers in Michigan; the Snake, Salmon, Middle Fork of the Clearwater, Selway, Lochsa and Middle Fork of the Salmon in Idaho, Oregon and Washington.

Personal Contacts

Personal contacts were made with several individuals who had information, experience and/or interest in the proposed project. These included the managers of the four rivers, Forest Service line and staff officers, agency and university researchers, and interested members of the public such as former river users. In order to work out the details of each phase of the project, two meetings were held with computer programers, information specialists, district personnel who are now implementing the trial program and the line officers who later agree to the program.

IV. STATEMENT OF METHOD

Review Management Plans

The project combines the private permit reservation system of four different rivers into one centralized system. Each river was managed under an established plan that directed the individual permit system. The first task, therefore, was to review current management plans and determine the sideboards under which the test project will operate. A system that does not follow existing management direction could delay implementation by at least a year. The Middle Fork Ranger District, for example, recently completed a plan revision that has taken several years and lengthy public involvement. Another example is revision of the current Salmon River Management Plan, which started in 1978 and was completed in 1982.

Evaluate Past Use

The projects second step was to identify the number of users requesting permits on more than one of the four rivers. This involved perusal of the applications and permit data from the individual river systems. These data were electronically combined and then hand compiled because each administrative unit had individual programs. Snake River data could not be electronically combined with those from the other three river systems because it was stored on a local computer that could not be accessed through the Fort Collins or Data General computer systems used in this project. Information from this step was used as a data base to determine if project objectives were met.

Develop Alternatives

The next step was to review alternative reservation systems that could meet both management plan direction and the objectives of this study. These alternatives were analysed subjectively, and one was selected for field testing. When the selected alternative was implemented, it began generating comparative data for analysis. The complexity and cost of developing computer programs prevented field testing of the alternatives that were not selected. (Field testing as used here involves designing and writing a computer program, entering existing application data and evaluating the results.)

Analyze Reservation System Cost

A study conducted to determine what it costs to conduct a lottery system was used to set the value of processing reservation applications and permit fees. Each administrative unit analyzed the cost of each step in processing a reservation application.

Evaluate the Trial System

The trial system will be evaluated by comparing data generated in the test to 1986 data to determine whether objectives were achieved. Based on this analysis, the trial system will be revised before the 1988 application period.

V. ANALYSIS

Management Plan Reviews

The first-level analysis reviewed each river management plan to identify which control elements the new system would need to follow. The direction in some of the plans was very specific and permitted little variation, while others allowed more flexibility. Excerpts directing management of the private permit systems in each management plan are included in Appendix A.

Table 1 summarizes the management plan elements that direct each river's private permit allocation system. Elements 1 through 9 are the guidelines for the primary allocation system, and Elements 10 and 11 are guidelines for the second level of launch assignment.

Element 1 (allocation method) and Element 2 (number of trips per season) are the two key elements that will be used as guidelines for designing the selected system. A modification of these guidelines as a control will require amending one or more river management plans, if that river or rivers is to participate in the centralized system.

TABLE 1

MANAGEMENT PLAN DIRECTION AND PROCEEDURES

	MIDDLE FORK	SALMON	SNAKE	SELWAY
CONTROL ELEMENTS:				
1. Allocation method	Lottery	Lottery	Telephone reservation/ Lottery	Lottery
2. Trips per season	one	one	one ****	one
3. Reservation period	June 1 - September 3	June 20 - September 7	Friday before Memorial Day - September 15	May 15 - August 1
4. Application period	December 1 - January 31	December 1 - January 31	--	December 1 - January 31
5. Identification required	Yes	Yes	Yes	Yes
6. Launches per day	four **	four	three	one ***
7. Reservations assigned	First part of February	By second week of February	First Saturday of February	First of February
8. No Show penalty	No participation in lottery for 3 years	No participation in lottery for 1 year	No participation for 1 year	none
9. Choices per application	One	Three *	One	Four *
10. Confirmation required	By March 15	By April 15	--	Two weeks before launch
11. Allocation of unassigned or unconfirmed launches	First-come first-serve after March 15	First call basis after April 15	First call waiting list after initial call-in	First call basis

* Proceedure presently used that is not specific management direction.
** Seven days during the season only 3 launches are permitted.
*** No private launch permits are issued when 16 commercial launches occur.
**** Only one reservation can be held at any one time. A second reservation can be obtained after completing the first trip reserved.

Evaluate Past Use

Each administrative unit, except the Hells Canyon NRA, provided a reservation application form to any person who requested it for a specific river. The 1986 application data were combined and hand compiled to establish a base for analysis of a centralized system's effects.

The North Fork District mailed out 2,240 application packets, of which 1,563 were completed and returned for entry in the Salmon River lottery. The district permitted only one application per party and required a passenger list as part of the application. These passenger lists revealed that 345 of the 1,563 applications were duplicate group applications. The remaining 1,218 valid applications were entered in the electronic drawing. Of these, 345 applied only for the Salmon River, while 873 also applied for one or more of the three other rivers (Table 2).

TABLE 2

1986 APPLICANT ANALYSIS BY RIVER AND RIVER COMBINATIONS

SINGLE RIVER APPLICANTS

MIDDLE FORK	SALMON	SELWAY	SNAKE
2172	345	763	194

MULTIPLE RIVER APPLICANTS

(TWO RIVERS)

SALMON-MID. FK.	SNAKE-MID. FK.	SELWAY-MID. FK.	SALMON-SELWAY	SALMON-SNAKE	SELWAY-SNAKE
391	27	649	93	10	8

(THREE AND FOUR RIVERS)

SNAKE-SALMON-MID. FK.	SNAKE-SELWAY-SALMON	SNAKE-SELWAY-MID. FK.	SALMON-SELWAY-MID. FK.	SNAKE-SALMON-SELWAY-MID. FK.
19	6	34	321	33

The Middle Fork District received 6,742 application requests for the 1986 season. Of these, 4,400 completed applications were returned. The district checked applications for accuracy and duplication and found that 754 were not valid (Anderson 1986). The 3,646 valid applications were then entered in the drawing. Of the valid applicants, 2,172 applied only for the Middle Fork, while 1,474 applied for one or more of the three other rivers (Table 2).

The West Fork District sent out 4,500 application packets and later received 1,907 completed applications for the 1986 season (Spradlin 1986). Of these, 763 applied only for the Selway River, while 1,144 also applied for one or more of the remaining rivers (Table 2).

The Hells Canyon NRA recorded 331 applicants for the 1986 season. However, this figure is misleading because the NRA did not keep records on the number of calls received during the call-in on the first Saturday in February (it was estimated that about 500 calls were actually received). They recorded a person's name only if he/she actually obtained a reservation or asked for a place on the waiting list (Seamans 1986). Of the 331 recorded callers, 194 applied only for the Snake River, while 137 callers also applied for one or more of the other three rivers (Table 2).

Each applicant recorded in Table 2 applied for one or more rivers but is counted as one person. For example, an applicant who applies for the Middle Fork and Selway Rivers generates two applications because both administrative units have to process that individual's request, but the analysis counts the applicant only once. One of this study's objectives is to reduce workload and costs by eliminating the need for two or more units to process the same person's request.

TABLE 3

SUMMARY OF 1986 APPLICANTS BY RIVER CATEGORIES

1 RIVER	2 RIVER	3 RIVER	4 RIVER	TOTAL
3474	1178	380	33	5065

TABLE 4

SUMMARY OF 1986 APPLICATIONS BY RIVER CATEGORIES

	1 RIVER	2 RIVER	3 RIVER	4 RIVER	TOTAL
MIDDLE FORK	2172	1067	374	33	3646
SALMON	345	494	346	33	1218
SELWAY	763	750	361	33	1907
SNAKE	194	45	59	33	331
TOTAL	3474	2356	1140	132	7102

A total of 7,102 application forms were submitted for the four rivers by 5,065 applicants (Tables 3 and 4). A centralized system would reduce the workload in the four districts by 2,037 applications or 28.7 percent.

Develop Alternatives

"Deciding what you want an allocation system to do is a difficult but crucial task. It is hard enough to make unilateral decisions about such things, but the job becomes increasingly difficult with the need to consider legal guidelines, agency mandates, court rulings, and the concerns of different interest groups" (Shelby and Danley 1979).

Evaluation Criteria

Before developing alternatives to their reservation systems, the four river managers developed criteria needed for any acceptable alternative:

1) The system should be applicable to river systems other than those addressed in this study.

The four rivers used in this study were selected to test a trial system. When developed, this system is intended for expansion to other rivers if beneficial to both users and agencies. It is envisioned as a guide, and other areas may wish to include more than four rivers in their system.

TABLE 5

1986 PERMIT-APPLICATION SUMMARY BY RIVER

	SALMON	MIDDLE FORK	SNAKE	SELWAY
Available permits	320	373	345	62
Application Requests	2240	6742	500*	4500
Applications Received	1563	4400	500*	1907
Valid Applications	1218	3646	331	1907
Application to Permit Ratio	3.8:1	9.7:1	1.4:1	30.7:1
Cancellations of Initial Drawing	140	168	231	3

* This is an estimated value if all calls had been recorded.

2) The system should maximize the possible allowed use on the rivers with the initial drawing; that is, it should reduce cancellations and the number of post-lottery call-ins.

A large percentage of successful applicants end up canceling their launches (Table 5). Although each agency later reissues canceled launch dates, such situations create problems for other people who wish to use the rivers because it reduces the planning time for those who finally get to take the trip.

3) The system should maximize access for the largest possible number of people (fairness).

The total number of permit opportunities from all four rivers is 1,100 (Table 5). Requests for these opportunities in 1986 totaled 7,102. This represents approximately 6.5 requests for each permit, although there is usually much higher demand for specific rivers and launch dates. If applicants were restricted to request for one river, the odds would drop to 4.6:1. Thus the intent of this criteria is to acknowledge present probabilities and then make opportunities available to the largest possible number of people.

4) The system should be acceptable to the majority of private users.

This study used two levels of public involvement. First, more than 700 permit applicants were sent a letter explaining that the Forest Service was considering a centralized application process for the four rivers. The letter also noted that a fee structure was being considered and that the new process would be some type of lottery. All major news services and river recreation magazines and organizations were also notified. About 20 responses were received, and the majority favored both the combined system and an application fee.

The second level of involvement presented six versions of a centralized system and then identified a preferred system. Again, all major news services and river recreation magazines and organizations were notified. Those responding to the stage one involvement were also notified. Of the 16 responses, 12 favored the preferred alternative. (It is assumed that many who are satisfied with a proposal do not write in.)

Alternatives Considered

The six alternative reservations systems ranged from consolidating existing systems into one process to permitting potential users to apply for only one river in the initial drawing. Each alternative required only one application form, one computer and one program for processing applications for all four rivers. Under alternatives A through D, the computer tried to place all of an applicant's choices before going to the next applicant's application. Under alternatives E and F, the computer tried to place all applicants' first choices before considering any applicant's second choice.

The alternatives are explained according to the application format used by each because it is the basis of the computer system design.

Alternative A (Figure 1)

The application has space to display or enter four choices of dates and rivers. An applicant can use the four choices by entering more than one choice for an individual river or by entering a different river for each choice.

The computer considers each choice in sequence, starting with the first and continuing until a date and river are drawn or until the four choices are exhausted. This alternative permits an applicant to draw on only one river.

Alternative A puts an applicant's fourth choice ahead of the next drawn applicant's first choice. In essence, each applicant has four chances at a river and/or date before the next person's first choice is considered. The assumption is that the 5,065 applicants listed in Table 3 represent 5,065 different groups. In other words, true demand is extremely high for the 1,100 available launches.

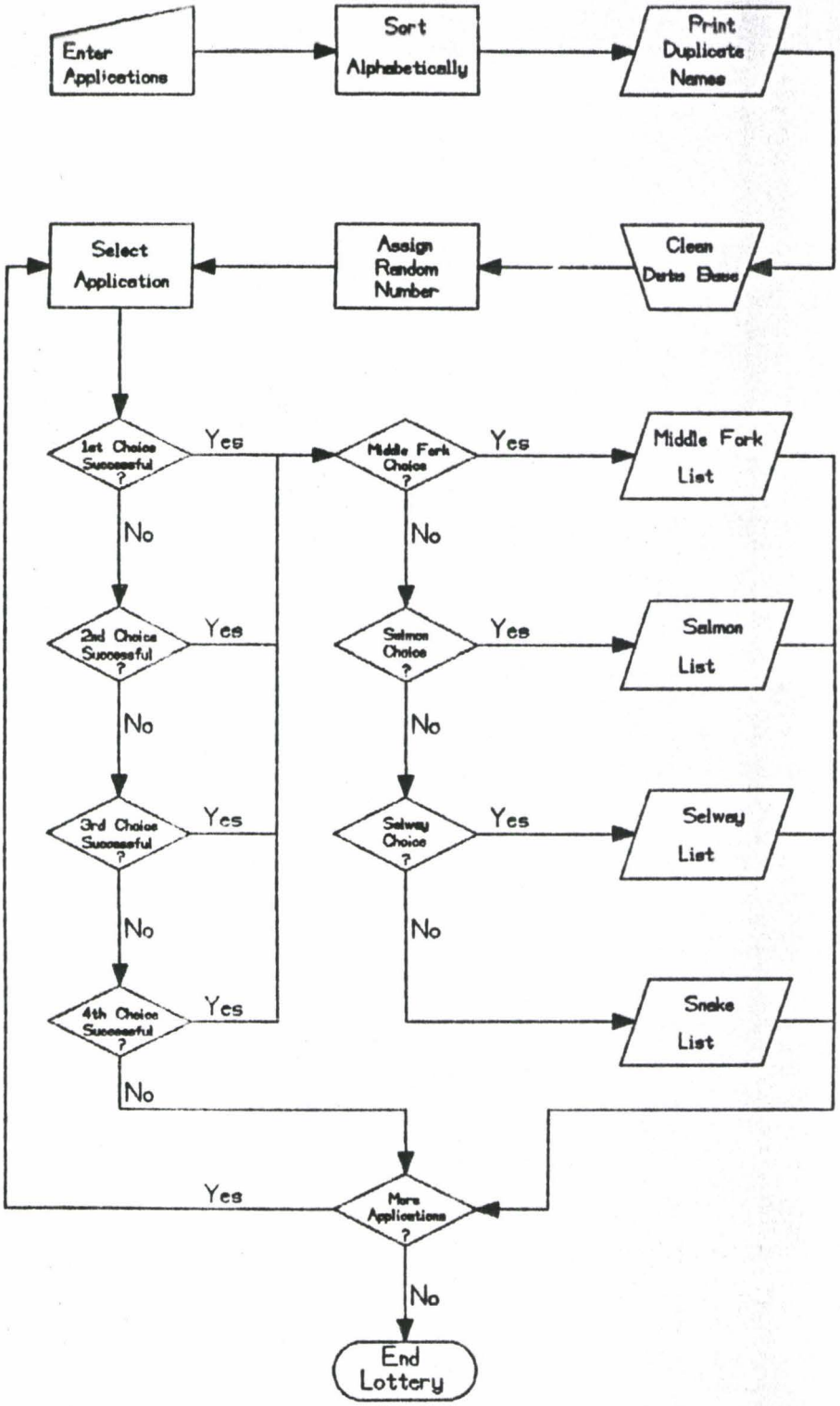

Figure 1. ALTERNATIVE A

Alternative B (Figure 2)

The application has space to display or enter nine choices of dates and four rivers. Three choices are reserved for Salmon River dates, four for Selway dates, and one each for Snake and Middle Fork River dates. (Nine choices are available under the present individual application systems.)

This alternative assumes four separate drawings, one for each river, and applicants are permitted to draw on all four rivers. This is considered the most liberal alternative. It does not require a person to set priorities on the rivers he/she wishes to float. Thus, an individual has four number-one priorities. It is assumed that the 5,065 applicants listed in Table 3 are part of larger groups; therefore, if they are unsuccessful in one drawing, they still have a chance to take a trip on one or more rivers. True demand is considered low in alternative B.

The computer considers each choice entered for the Salmon and Selway Rivers in sequence, starting with the first and continuing until a date is drawn or the choices are exhausted before going to the next application. For these two rivers, an applicant's last choice (third and fourth, respectively) would be considered before the next selected applicant's first choice.

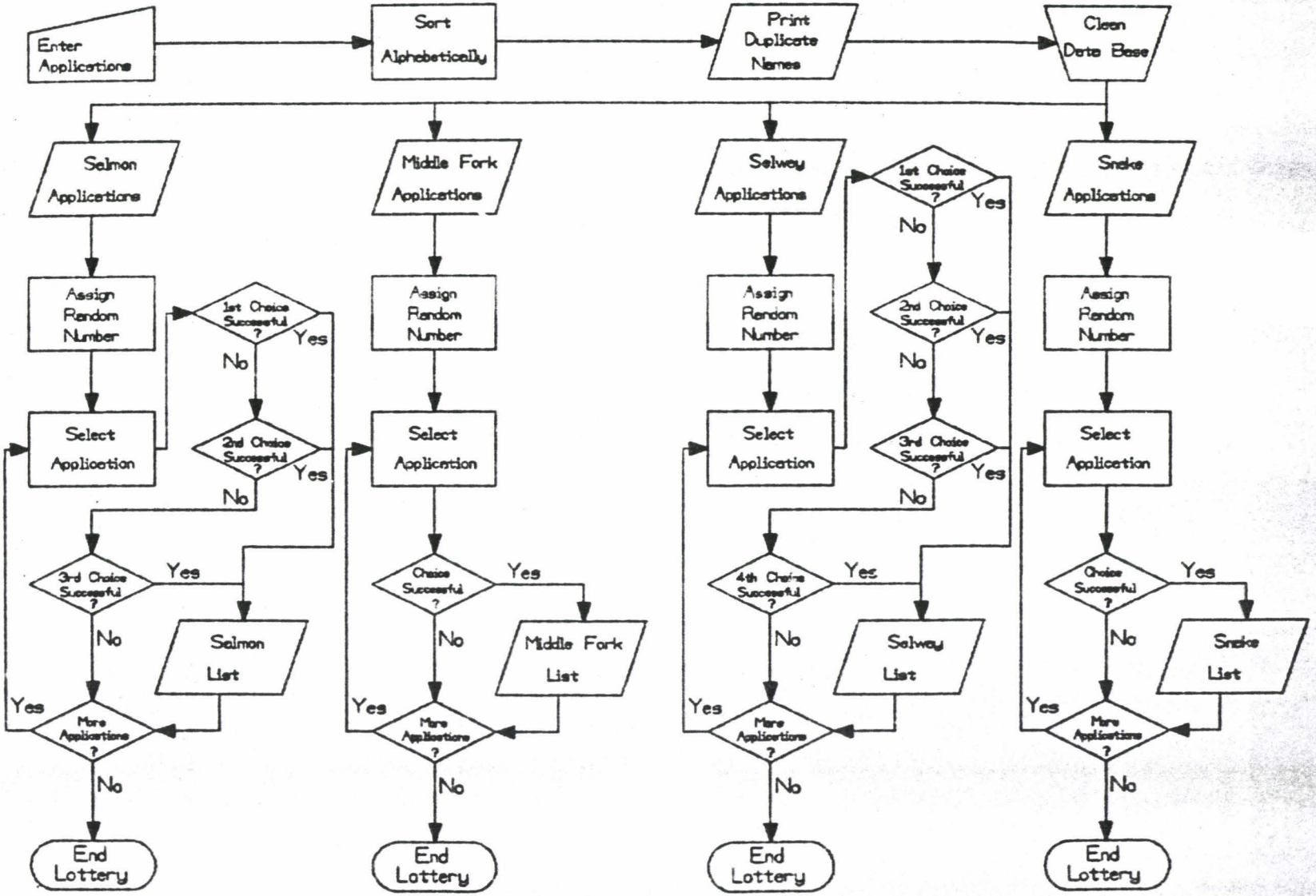

Figure 2. ALTERNATIVE B

Alternative C (Figure 3)

The application has space to display or enter one date per river for each river in the system. It provides for independent drawings, one for each river, and an applicant is permitted to draw on all rivers in the system.

Here one person's fourth choice may be competing with another person's first choice. The effects are essentially the same as alternative B's, the difference being that the latter provides three choices on the Salmon River and four choices on the Selway River; alternative C provides only one choice on each river in the system.

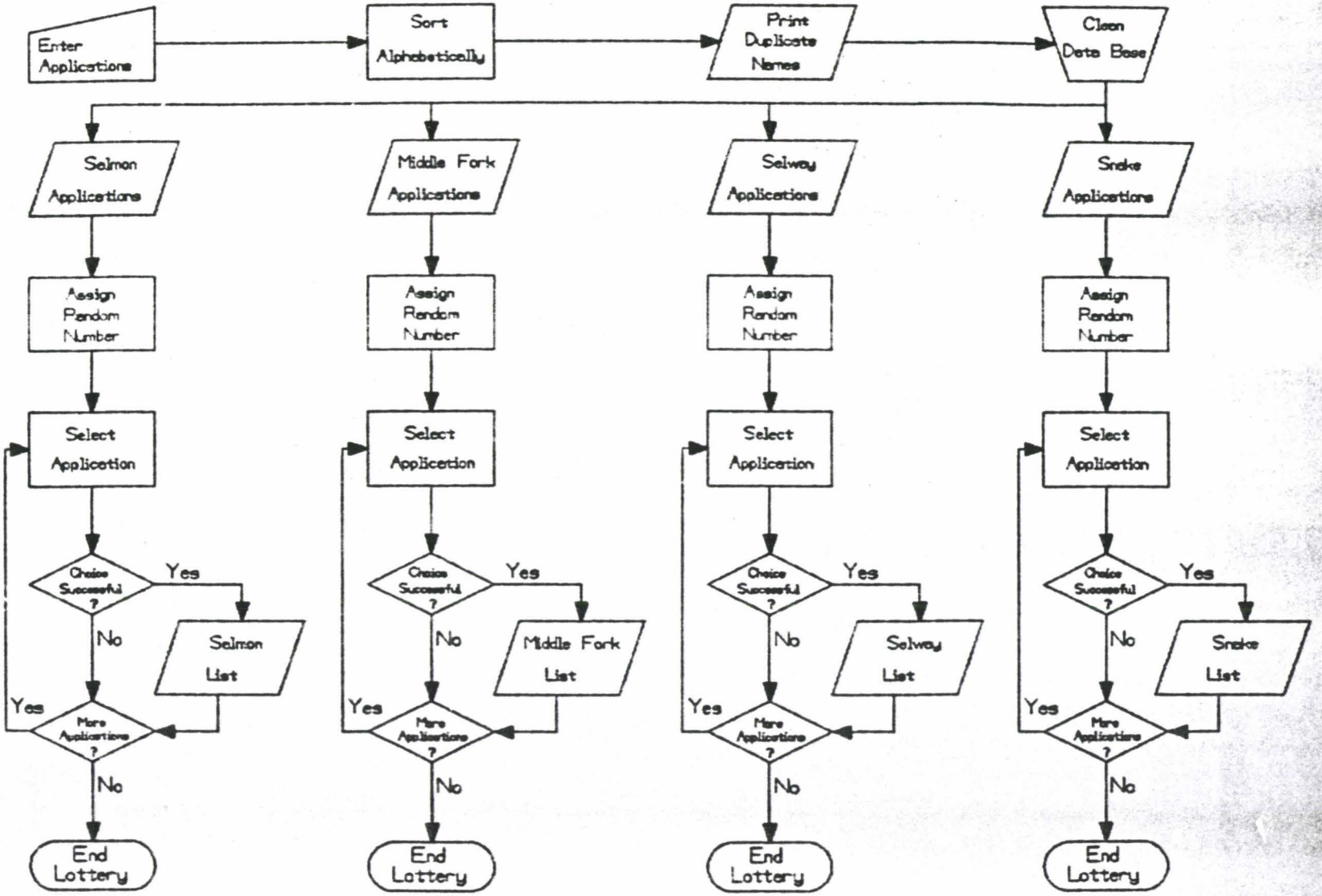

Figure 3. ALTERNATIVE C

Alternative D (Figure 4)

The application has space to display or enter one date per river for each river in the system. The computer considers each choice in sequence, starting with the first and continuing until a river is drawn or all choices are exhausted.

This alternative is similar to alternative A and makes the same demand assumptions. Its main difference is that it permits a person to enter one date only for a given river; that is, an applicant interested in just one river would have only one choice. This is the most restricted alternative.

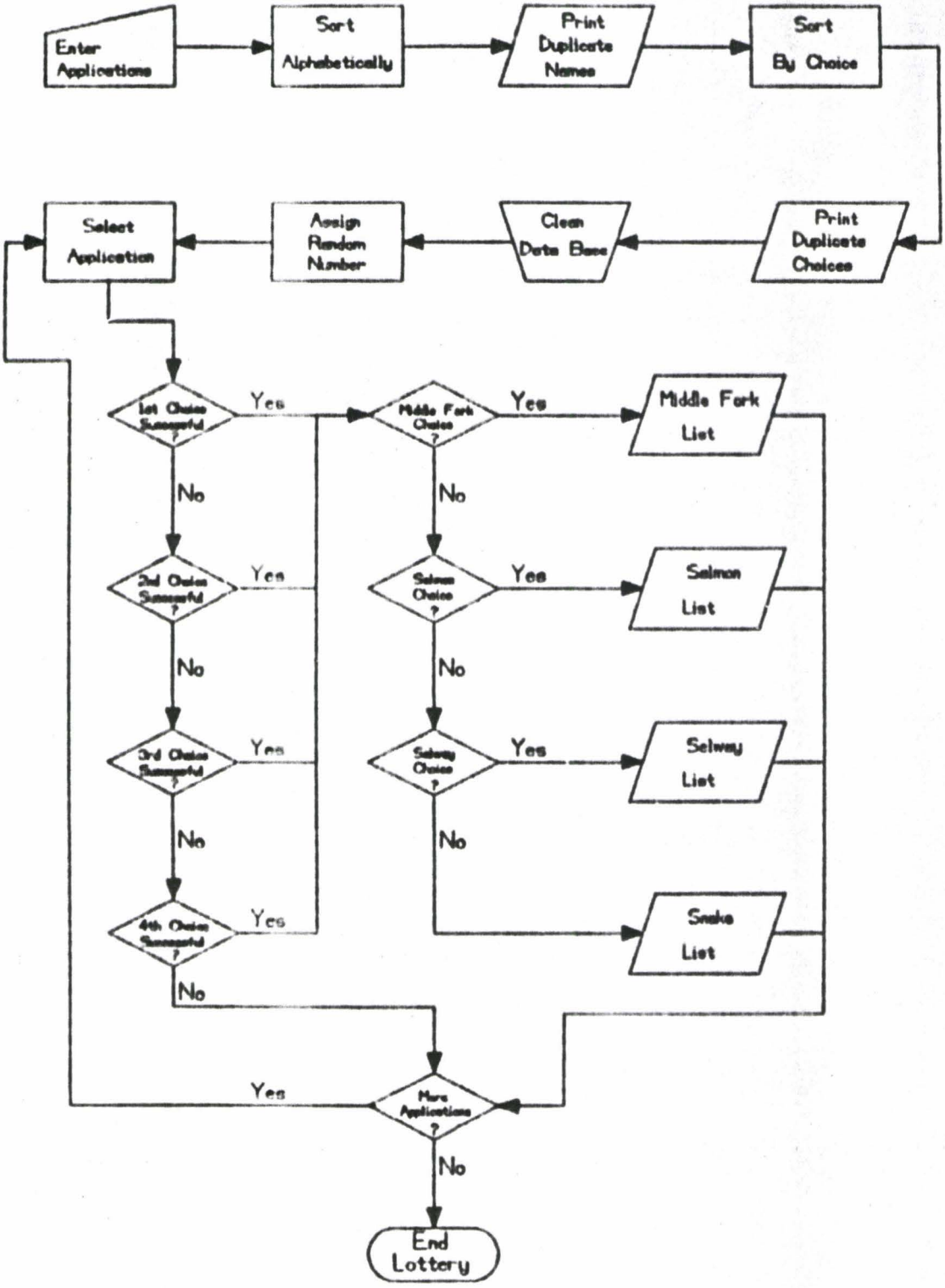

Figure 4 ALTERNATIVE D

Alternative E (Figure 5)

The application has space to display or enter four choices of dates and rivers in order or priority. A person can enter only one choice per river, although he/she can draw on more than one river.

This alternative has four independent and sequential drawings, starting with the first choice. Any remaining launch opportunities not filled by first-choice dates are drawn in subsequent second-, third- or fourth-choice drawings. The applicant identifies both river and date priorities when the choices are completed on the application form. The computer considers each applicant's first choice in sequence of the random drawing.

This alternative is more restrictive than alternative F because it allows an applicant one choice per river. However, it is less restrictive than alternative D because it allows a person to draw on more than one river.

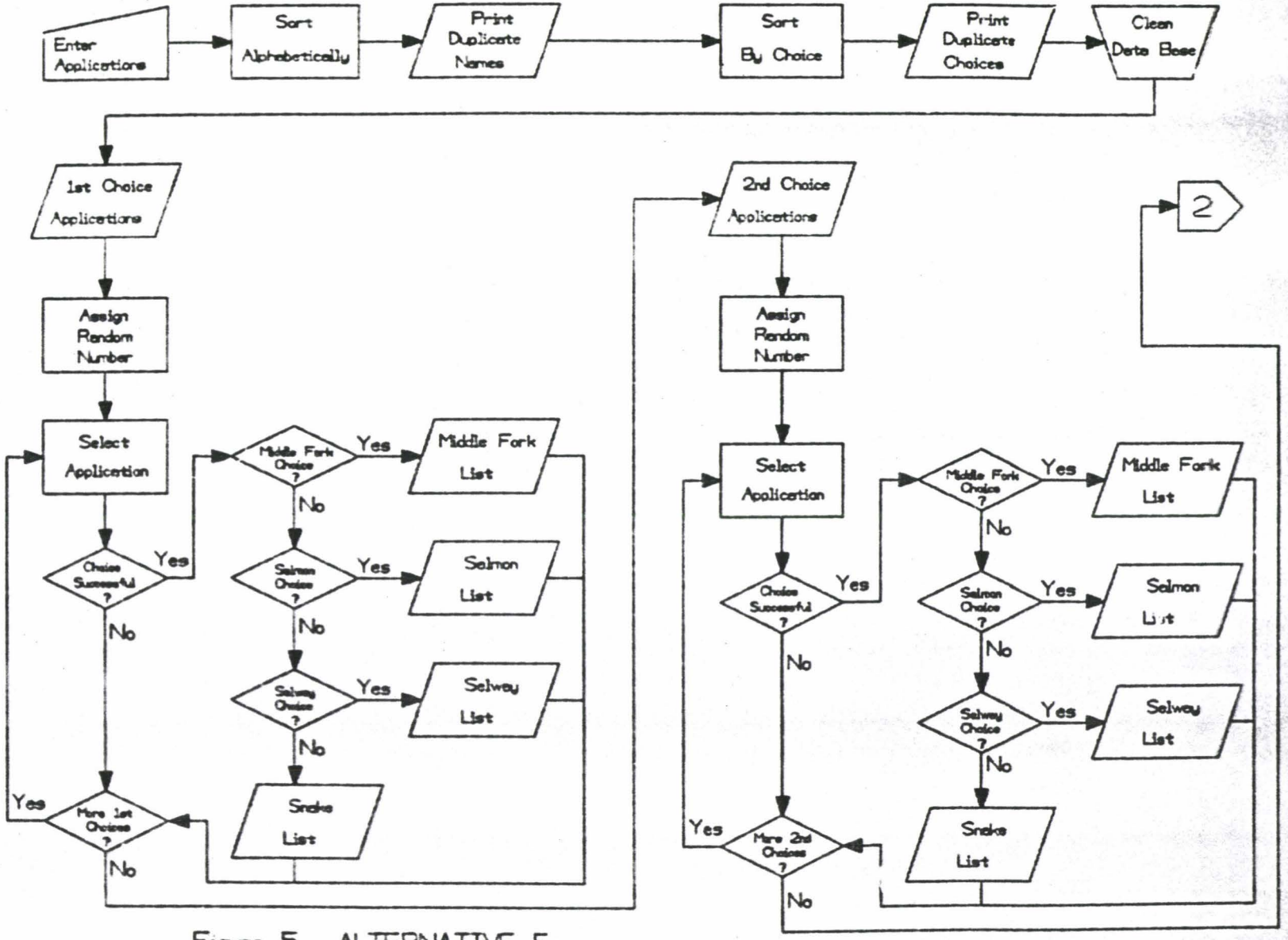

Figure 5. ALTERNATIVE E

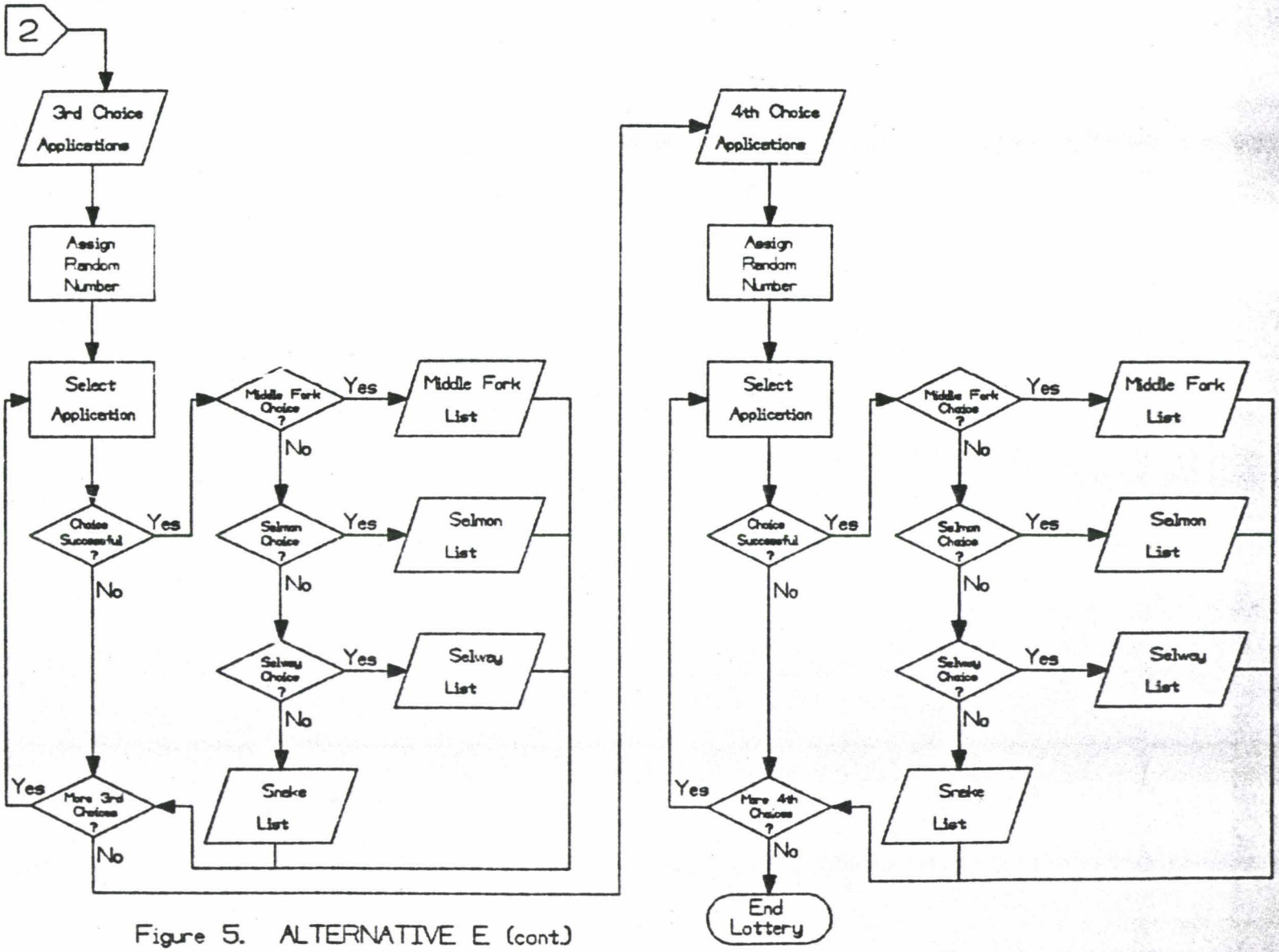

Figure 5. ALTERNATIVE E (cont.)

Alternative F (Figure 6)

The application form has space to display or enter four choices of dates and rivers. The applicant can enter one river for all four choices or enter a different river for each choice.

This alternative provides four independent and sequential drawings, starting with all first choices. Any launch opportunities not filled by first-choice dates will be included in subsequent second-, third- or fourth-choice drawings.

Although alternative F is similar to alternative E, it is less restrictive because it permits a person to apply for one or more dates on one or more rivers. The computer selects by choice, so it is important for a person to enter their highest priority river and date in the first-choice space.

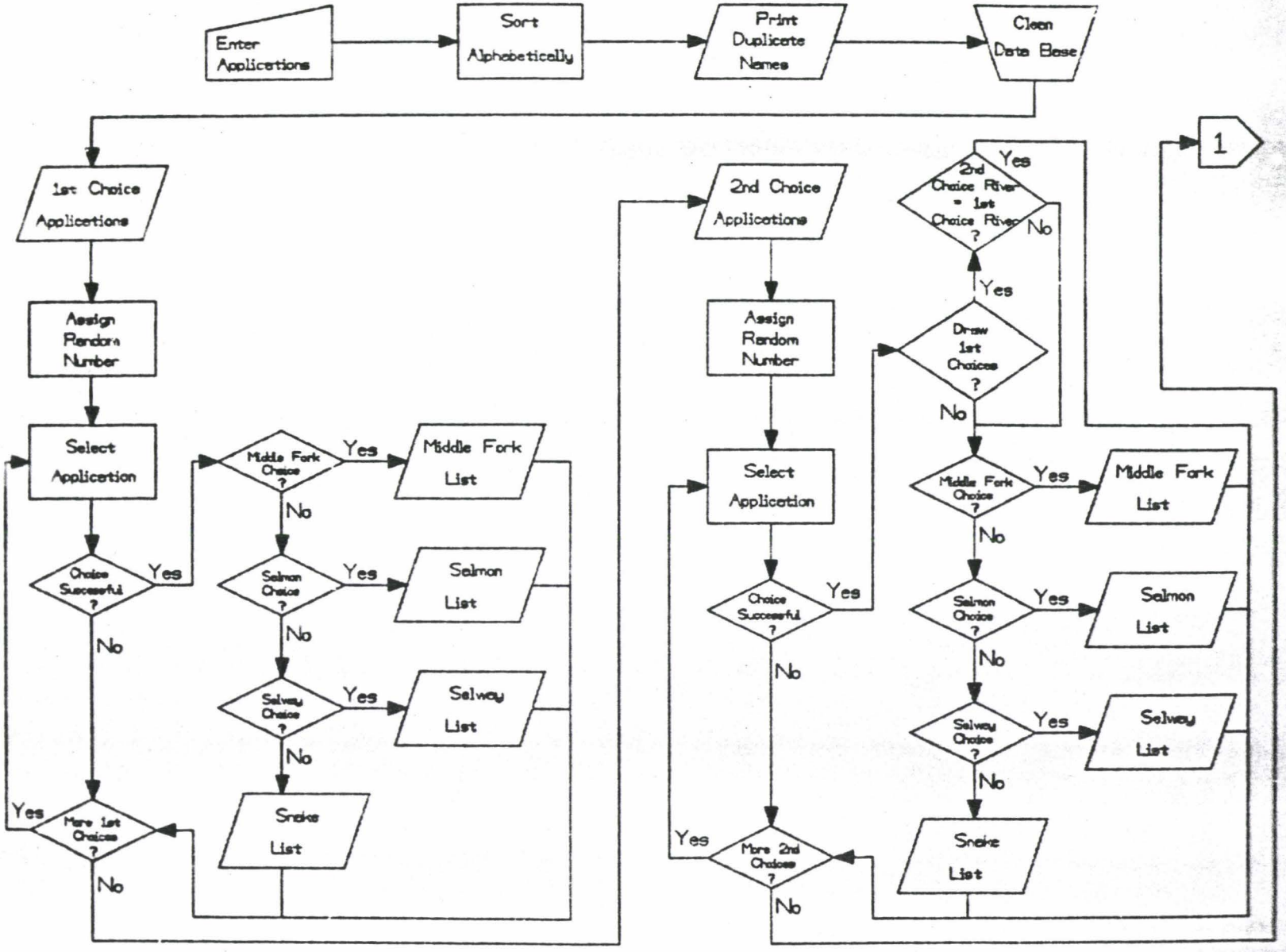

Figure 6. ALTERNATIVE F

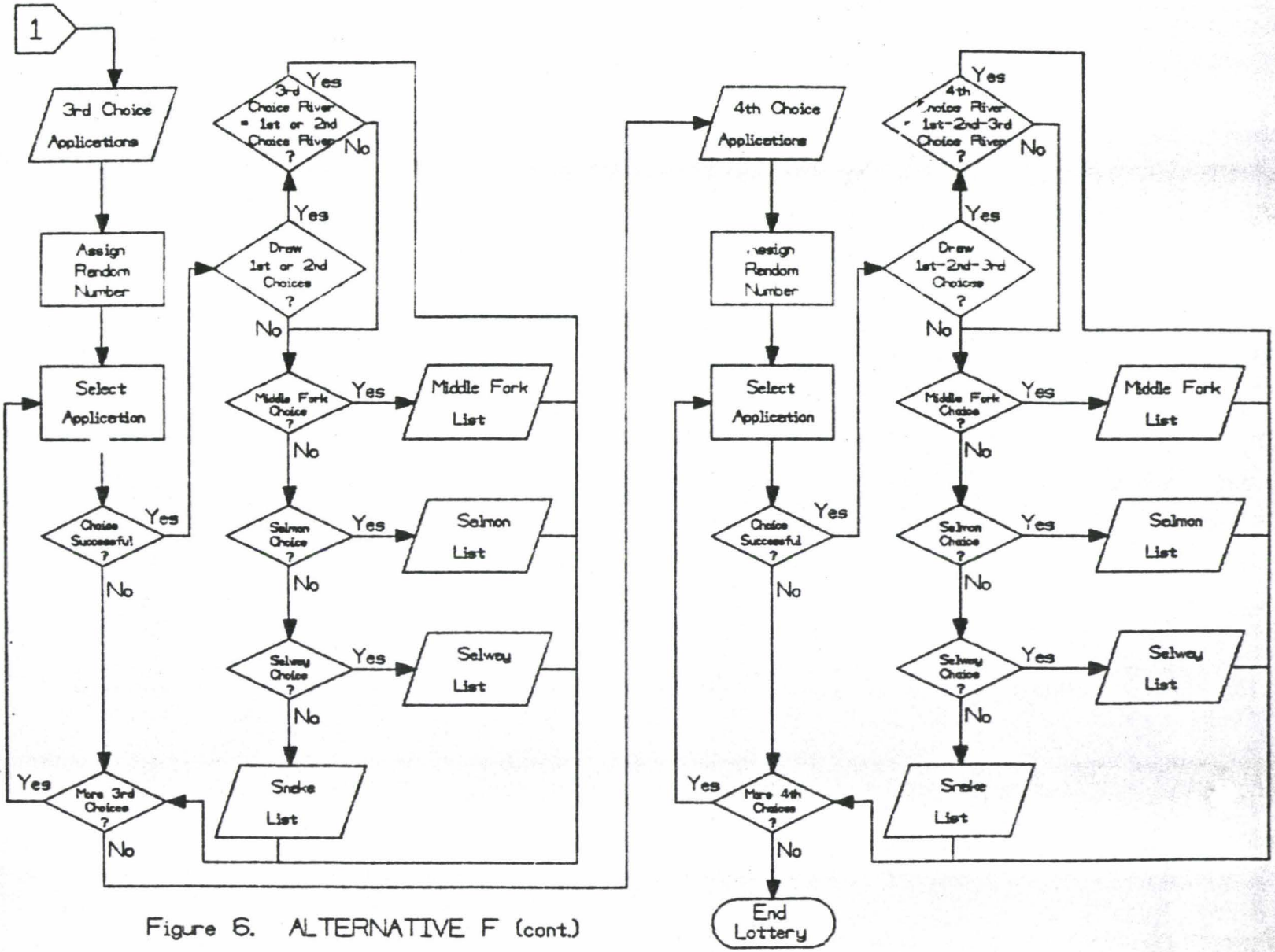

Figure 6. ALTERNATIVE F (cont.)

TABLE 6

COMPARISON OF ALLOCATION ALTERNATIVES

	Alternatives					
	A	B	C	D	E	F
1. Draw on more than one river?	no	yes	yes	no	yes	yes
2. Apply for more than one date on a given river?	yes	yes/ no	no	no	no	yes
3. Selected by choice? (First choice more important than last choice?)	no	no	no	no	yes	yes
4. Probability of getting river trip of first choice river.	high	average	average	medium high	medium high	high
5. Probabil ty of getting trip of first choice date.	high	average	average	medium high	medium high	high

TABLE 7

ALTERNATIVE RANKING - MOST TO LEAST RESTRICTIVE

	MOST RESTRICTIVE				LEAST RESTRICTIVE	
ALTERNATIVE	D	A	E	F	C	B

Table 6 summarizes the six alternatives.

The term "more restrictive" used in these descriptions means that the potential river user would have fewer planning options and fewer opportunities than those available under a "less restrictive" alternative. Table 7 ranks the alternatives from most to least restrictive.

According to the information in Tables 3, 4 and 5, there are 5,065 applicants competing for 1,100 launches or about 4.6 applicants for every available launch on the four rivers. These applicants submitted 7,102 applications for

an apparent demand of 6.5 requests per available launch. These figures are averages. Demand for launches on prime days of the season on each river would far exceed these ratios.

Based on the apparent demand versus permit ratio, it would appear that one of the more restrictive alternatives should be selected for the trial system. However, the cancellation rate for each river is extremely high (Table 5), and true demand may be closer to available permits than the data indicates. This phenomenon may have several explanations. In a 1978 survey on the Middle Fork, McCool and Utter (1982) found that 38.5 percent of the unsuccessful applicants still "Went with someone else on a private Middle Fork trip." Many if not most of these people were probably planning to go with one or another group before the lottery was conducted. With the present ratio of 4.6 applicants per available launch, the average group of 10 to 12 people may draw more than one permit. The group then selects the most preferred river and launch date and either cancels the remaining permit(s) or leaves them unconfirmed.

Another source of cancellations may be people who draw more than one river, keep their highest priority permit and cancel or ignore the other permits. The 1986 data indicated that this is a small source, with 19 permits canceled by 15 people who drew more than one river. This represents less than 4 percent of the total cancellations.

Alternative Selected

The alternatives range from permitting an applicant to draw on only one river (alternative D) to combining existing systems into a unified system that retains the individual character of each river's reservation system (alternative B).

Alternative F was selected as the trial system for implementation in the fall of 1986. This system will consider all applicants' first choice before going on to anyone else's second choice. Thus, it will review and try to place more applicants than any of the other alternatives, yet permit what might be called a "multiple-river opportunity" for those who wish to run more than one river. According to the 1986 data, 28.7 percent of the permit applicants were interested in more than one river opportunity.

Alternative F maximizes launch opportunities for the largest number of people, so it meets the fairness criteria outlined earlier in this paper. The odds of drawing a first-choice river and date are also better with this alternative, thereby picking successful applicants'

preferred choices during the initial drawing. By maximizing the chances of first-choice opportunities, the system may reduce cancellation of lottery-assigned dates.

The alternatives were analyzed to determine ease of adding other rivers to each system. Alternatives B, C and D requires the application form to include space for each river in the combined system. Alternative B also requires space for the number of choices offered by the added river. For example, this alternative would provide the four choices given on the Selway River in the 1986 system (Figure 2). The more choices available on an application, the more confusing the process becomes.

A system that provides only four spaces on its application forms can still handle additional rivers. Table 3 shows how many people applied for two-, three- and four-river combinations in 1986. A geometric regression applied to these data indicates that only 15 people would apply for five rivers if given a chance in a five-river system. When extended, the regression essentially becomes zero at nine rivers, indicating that .82 people would apply for nine rivers in a nine-river system. A system that provides only four choices is thus considered fully capable of being expanded to more than four rivers because less than one percent of the applicants would be interested in applying for four or more rivers.

Reservation System Cost Analysis

A cost analysis was conducted to determine whether any savings could be realized by combining the four river reservation systems. As noted previously, 5,065 applicants submitted a total of 7,102 applications for access to the four rivers (Tables 3 and 4). Thus, even a quick overview indicates that a unified system would avoid duplicate processing of 2,037 applications.

Using a form devised by Welsh (1986) for gathering cost data associated with processing river applications, each river manager supplied the information requested for this cost analysis. Table 8 summarizes district costs associated with the 1986 lottery. The information in this table was used to calculate a weighted average application cost of $5.19. This figure was used to establish an application fee associated with the centralized system. Assuming the 1,037 duplicate applications processed in the 1986 lottery, with a value of $5.19 per application, the projected straight line savings of consolidation is $10,572.03.

TABLE 8

1986 ACTUAL COSTS FOR PERMIT APPLICATION SYSTEM[1]

	COST SOURCE	SALMON	MIDDLE FORK	SELWAY	SNAKE[2]
1.	PREPARING PERMIT INFORMATION PACKETS	625.98	858.10	500.80	392.36
2.	HANDLING REQUESTS FOR APPLICATIONS	2119.20	11080.02	1910.40	4915.40
3.	HANDLING RECEIVED APPLICATIONS	997.60	2314.54	1211.92	1160.58
4.	EXECUTING COMPUTER PROGRAM	58.66	900.00	107.00	------
5.	SENDING CONFIRMATION LETTERS	349.60	158.74	157.36	155.62
6.	HANDLING PHONE CALL-IN, DISTRIBUTING OPEN DATES AND ADJUSTING LAUNCH CALENDAR	655.35	2642.80	72.76	1472.08
7.	TRAVEL ASSOCIATED WITH THE PERMIT SYSTEM	54.95	------	227.56	------
8.	MANAGEMENT EXPENSE	1543.76	5400.00	1660.52	1303.00
		6405.11	23354.20	5848.32	9399.04
FOUR RIVER TOTAL = $45,006.67					
RECEIVED APPLICATIONS		1563	4400	1900	800
AVE. COST/APPLICATION		4.10	5.31	3.08	11.75

(1) SUPPLIED BY MANAGERS OF THE FOUR RIVERS
(2) USED RESERVATION SYSTEM WITH A WAITING LIST IN 1986

Welsh projected 5,854 applications under the centralized 1987 system and calculated a cost of $32,801.23. Table 9 summarizes the costs distribution from his analysis. By combining reservations systems, the affected agencies could save between $10,572.00 and $12,205.00 a year.

TABLE 9

COMPARISON OF EXISTING APPLICATION SYSTEM COSTS
WITH PROPOSED CENTRALIZED LOTTERY SYSTEM COSTS

RIVER	EXISTING	PROPOSED
SALMON	6405.11	3218.50
MIDDLE FORK	23354.20	16583.13
SELWAY	5848.32	4299.60
SNAKE	9399.04	2200.00
COMPUTER PROCESSING		6500.00
	$45,006.67	$32,801.23
DIFFERENCE =		$ 12,205.44

Evaluate the Trial System

A centralized river reservation system using alternative F was tested during the 1987 application season, which started December 1, 1986 and ended with the lottery held the first week of February 1987. A copy of the application form used and the information sheet that accompanied it are included in Appendix B.

Tables 10 and 11 list the results of the 1987 river application process and include comparative data from Tables 2 and 3. Figure 7 is a display of the spread of applicants choices among the four rivers. Obviously, a significant number of people picked the Middle Fork as their first choice, with the Salmon and Snake Rivers as second, third and fourth choices.

TABLE 10

1987 APPLICANT ANALYSIS BY RIVER AND RIVER COMBINATIONS COMPARED WITH 1986

SINGLE RIVER APPLICANTS

	MIDDLE FORK	SALMON	SELWAY	SNAKE
1986 TOTAL	2172	345	763	194
1987 TOTAL	2606	376	483	326
% CHANGE	20.0	9.0	-42.6	68.0

MULTIPLE RIVER APPLICANTS

(TWO RIVERS)

	SALMON-MID. FK.	SNAKE-MID. FK.	SELWAY-MID. FK.	SALMON-SELWAY	SALMON-SNAKE	SELWAY-SNAKE
1986	391	27	649	93	10	8
1987	759	225	826	56	80	42
% CHANGE	94.1	-	27.3	-39.8	-	-

(THREE AND FOUR RIVERS)

	SNAKE-SALMON-MID. FK.	SNAKE-SELWAY-SALMON	SNAKE-SELWAY-MID. FK.	SALMON-SELWAY-MID. FK.	SNAKE-SALMON-SELWAY-MID. FK.
1986	19	6	34	321	33
1987	195	33	84	282	246
% CHANGE	-	-	-	-12.1	-

TABLE 11

SUMMARY OF 1987 APPLICANTS BY RIVER CATEGORIES

	1 RIVER	2 RIVER	3 RIVER	4 RIVER	TOTAL
1986	3474	1178	380	33	5065
1987	3746	1988	594	246	6574

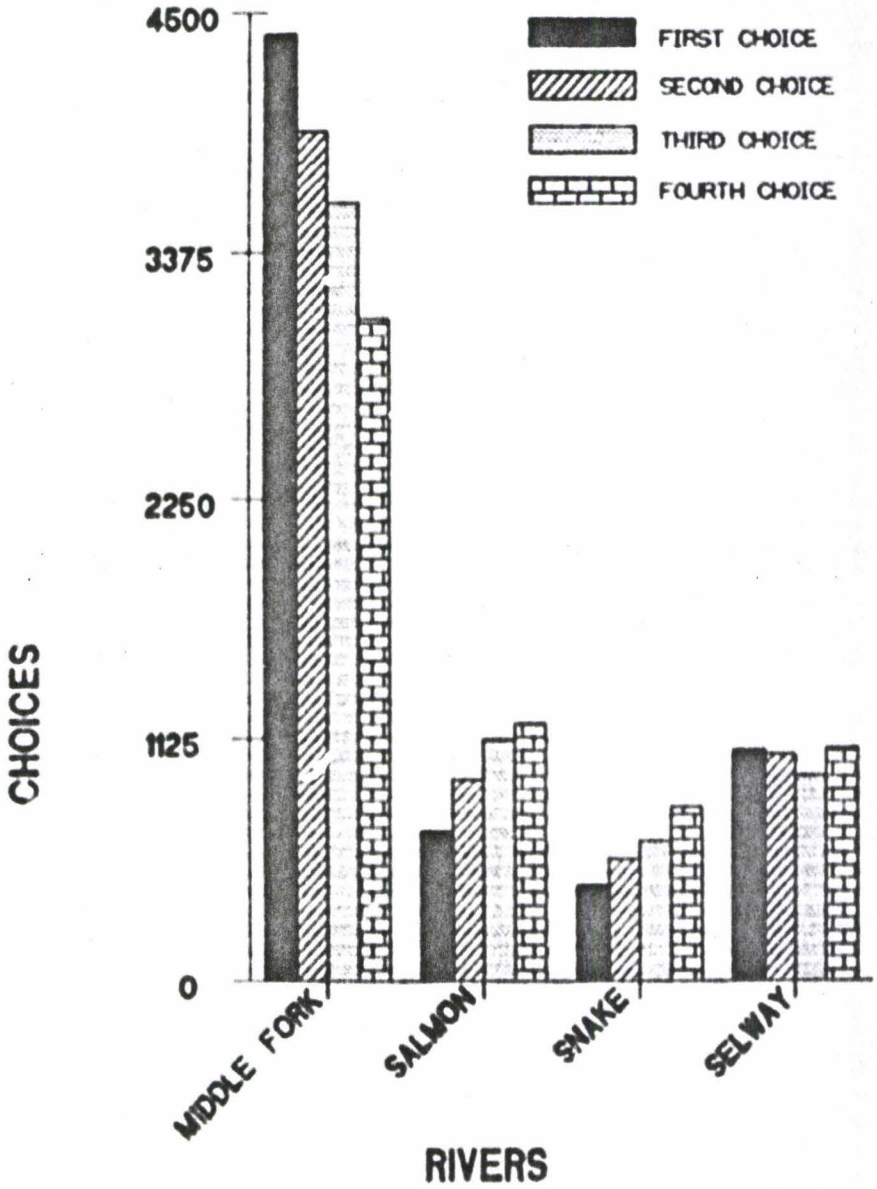

FIGURE 7. APPLICATIONS BY CHOICE BY RIVER

No comparison, or percent change, is shown in Table 10 for the Snake River because there is no information on the total number of applicants for that river in 1986. Although the total number of applicants appears to have increased (Table 11), this figure is also affected by the limited 1986 Snake River data.

Tables 10 and 11 list river applicants in single- and multi-river categories. Compared to the 7,102 applications received from 5,065 applicants in 1986, 6,574 applicants submitted 6,574 applications in 1987, a reduction of 528 forms for processing. This represents a workload decrease of 7.4 percent. However, this is not a true reduction, as can be seen when both the 1986 and 1987 data are set to the same base.

Table 12 summarizes the 1987 applications. For comparative purposes, the 1987 data was compiled to simulate the 1986 system. If an applicant for the 1987 season submitted an application with all four choices applied to one river, that application was counted as one. If an application had a different river in two or more choices, it was counted as many times as there were different rivers listed. In other words, an application listing two different rivers was counted twice. This method simulates the process of sending an application to two different administrative units.

TABLE 12

SUMMARY OF 1987 APPLICATIONS BY RIVER CATEGORIES

	1 RIVER	2 RIVER	3 RIVER	4 RIVER	TOTAL
MIDDLE FORK	2606	1810	561	246	5223
SALMON	376	895	510	246	2027
SELWAY	438	924	399	246	2007
SNAKE	326	347	312	246	1231
TOTAL	3746	3976	1782	984	10488

The information in Tables 11 and 12 indicates that the true workload reduction was 3,914 pieces of paper that did not have to be processed. This conclusion is based on the assumption that people would have made the same type of choices in the decentralized 1986 season as they did in the centralized 1987 system. This indicates a theoretical workload reduction of 37.3 percent.

Table 13 summarizes the results of the 1986 and 1987 lotteries. One assumption made when selecting a trial system was that alternative F might eliminate the ability to draw more than one river. In 1986, 45 people drew permits on two rivers; 13 of these people canceled 15 of the launches. Nineteen people drew two rivers in 1987. The number of cancellations for 1987 has not yet been determined. The three-river analysis shows four people drawing on three rivers in 1986; two of these canceled four launches. One person drew three rivers in 1987. No one drew four rivers either year.

TABLE 13

1986 AND 1987 PERMIT AND PERMIT CANCELLATION ANALYSIS

	MULTIPLE RIVER PERMITS											SINGLE RIVER PERMITS					
	SALMON-MID. FK.	SELWAY-MID. FK.	SALMON-SELWAY	SALMON-SNAKE	SELWAY-SNAKE	SNAKE-MID. FK.	SNAKE-SALMON-MID. FK.	SNAKE-SELWAY-SALMON	SNAKE-SELWAY-MID. FK.	SALMON-SELWAY-MID. FK.	SNAKE-SALMON-SELWAY-MID. FK.	MIDDLE FORK	SALMON	SELWAY	SNAKE	TOTAL PEOPLE	TOTAL TRIPS
1986 APPLICATIONS	782	1,290	186	20	16	54	57	18	102	963	132	2,172	345	763	194	5,065	7,102
1986 PERMITS:																	
PERMITS "1" RIVER	108	74	21	10	8	24	11	4	19	90	20	192	92	19	164	856	856
PERMITS "2" RIVER	9	1	1	0	0	0	3	1	4	18	8					45	90
PERMITS "3" RIVER							2	0	0	0	2					4	12
PERMITS "4" RIVER											0					0	0
TOTAL	117	75	22	10	8	24	16	5	23	108	30	192	92	19	164	905	958
1986 CANCELLATIONS:																	
PEOPLE "1" River												160	131	1	231	523	523
PEOPLE "2" River	4	1							2	5	1					13	
TRIPS "2" River	4	2							2	6	1						15
PEOPLE "3" River							1				1					2	
TRIPS "3" River							2				2						4
TOTAL																538	542
1987 APPLICATIONS	759	826	56	80	42	225	195	33	84	282	246	2,606	376	430	326	6,574	10,488
1987 PERMITS:																	
PERMITS "1" RIVER	110	50	9	24	7	16	15	7	16	22	36	217	159	25	190	953	953
PERMITS "2" RIVER	3	0	0	2	1	1	2	1	0	4	5					19	38
PERMITS "3" RIVER							0	0	0	0	1					1	3
PERMITS "4" RIVER											0					0	0
TOTAL	113	50	9	26	8	37	17	8	16	26	42	217	159	25	190	973	994

VI. DISCUSSION

Management Coordination

As regional river systems evolve, it becomes increasingly important to coordinate management so that the public can use rivers without encountering red tape and mass confusion.

The four rivers in this study represent a spectrum of opportunity ranging from primitive to semi-primitive motorized. The experiences provided by each river are different, as are the needed navigational skills. Wallace (1983) did an in depth study of several Southeast rivers, with a particular emphasis on what opportunities the Chattooga River offered on a regional basis and how those opportunities should be managed. He eventually noted that "no meaningful comparison can be made to the Chattooga without considering quality of the whitewater experience" (Wallace 1985). This observation obviously applies to the four rivers in this study.

Christy (1986) listed five elements important in influencing an individual's choice to participate in a recreational activity: "1) ease of participation..; 2) a desirable image associated with the activity; 3) characteristics that permit a strong identification with the image..; 4) opportunities for demonstrating skills..; and 5) a comfortable and efficient use of leisure time...The activity, in order to be popular, must allow for a gradual development of skills in such a way that the participants can enjoy the process."

Like skiing, whitewater boating has these five characteristics, and the learning processes of the two sports are similar. A person starts on the easier rivers and progresses up to the more difficult. Some people will advance to the most difficult runs like the Selway River. However, most will seek and are most comfortable with the intermediate to high intermediate runs. The Middle Fork appears to fit the latter category. Thus, regional management should acknowledge such characteristics when it attempts to develop river recreation opportunities.

Demand

Demand for the 1,100 launch opportunities on the four study rivers is high. Using the 1987 test run, Figure 8 displays the total number choices for each river and reflects how demand was spread over the four rivers. Some applicants used all four choices on one river, while others spread their choices over two or more.

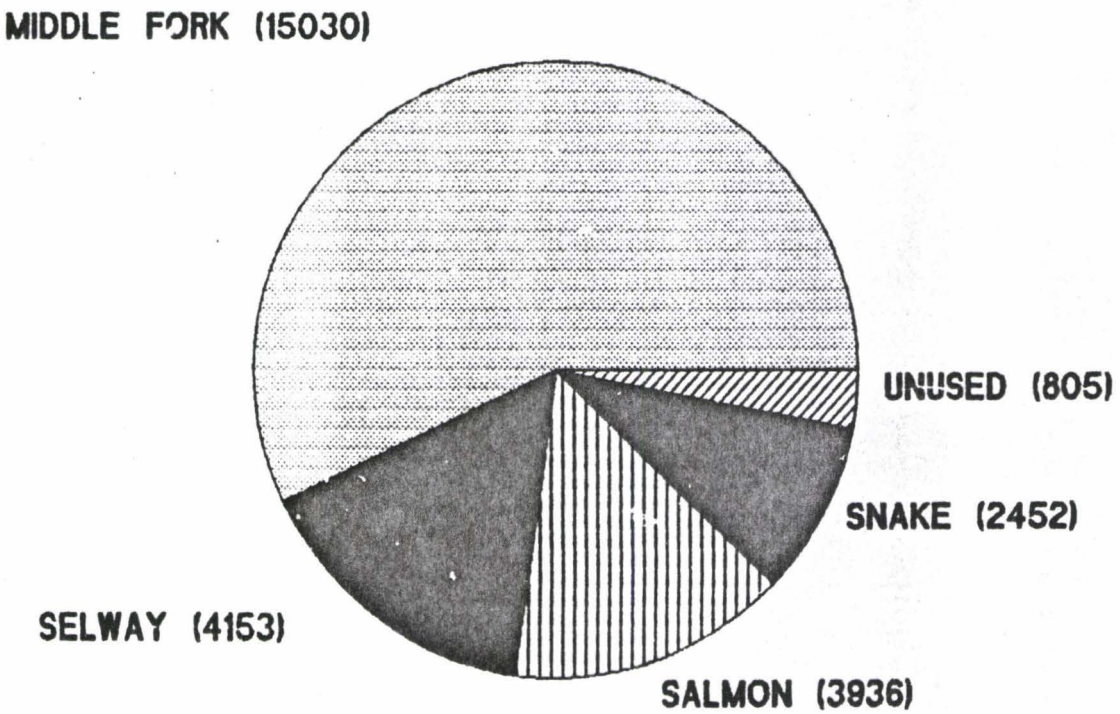

Figure 8. TOTAL CHOICES BY RIVER

But what is true demand? There is a fixed supply of available launches during the controlled season when reservations are required. The apparent demand for these opportunities is 10,488 requests, or an application-to-permit ratio of 9.5:1; this includes all applicants' multi-river requests.

Another demand category focuses on the applicants themselves. There were 6,574 applicants for the 1,100 permits, or a people-to-permits ratio of 6:1. The river management plans allow 16 people per trip on the Selway, 24 on the Middle Fork and 30 on both the Salmon and Snake. Roggenbuck and Schreyer (1977) sampled river users in Dinosaur National Monument and found that they preferred a maximum group size of 21 to 30 people; these numbers represent a tolerance rather than a preference (Schreyer 1987). Historical and recent use on the four study rivers has featured an average group size of 10 to 12 people. Given the ratio of six people to one permit and an average group size of 10 to 12 individuals, it appears that true demand may be closer to supply than originally thought.

The cancellations and non-confirmations of initial launch assignments are unacceptably high. In 1986, 542 initially assigned launches were cancelled. There were several assumptions about the high cancellation rates. One was that people draw more than one river and then cancelled the least desirable. The analysis in Chapter V, while noting that this does happen, shows that it is not significant, representing less than four percent of the cancellations.

The question remains then, what is the true demand for the four rivers. Utter (1979) found that his "data may support managers' contentions that some groups of private users submit several applications in hope that at least one will be chosen in the lottery" (McCool and Utter 1982). This may help explain the high cancellation rate.

Rosenthal and Cordell (1984) found that of 4,000 private permit applications for the Middle Fork in 1983, 373 permits were awarded. "Of the 373 permits initially awarded, approximately 160 (43 percent) were not used for one reason or another, including cancellation and no shows." They concluded that "only 57 percent of the initial 4,000 applications (2,280) are bona fide potential users."

The results of the 1987 drawing displayed in Figure 9 shows that the successful applicants' first choice river and date were selected the highest percentage of the time. The trial reservation system assumes that true demand is significantly higher than the number of available permits. It provided every applicant at least one try at a launch

date before anyone else got a second try. The new system thus tends to provide rafting opportunities for the largest possible number of applicants. However, the system is not designed to filter out multi-group applications, so cancellations may still be quite high. Additional research is needed to determine true demand before a more restrictive system would be implemented.

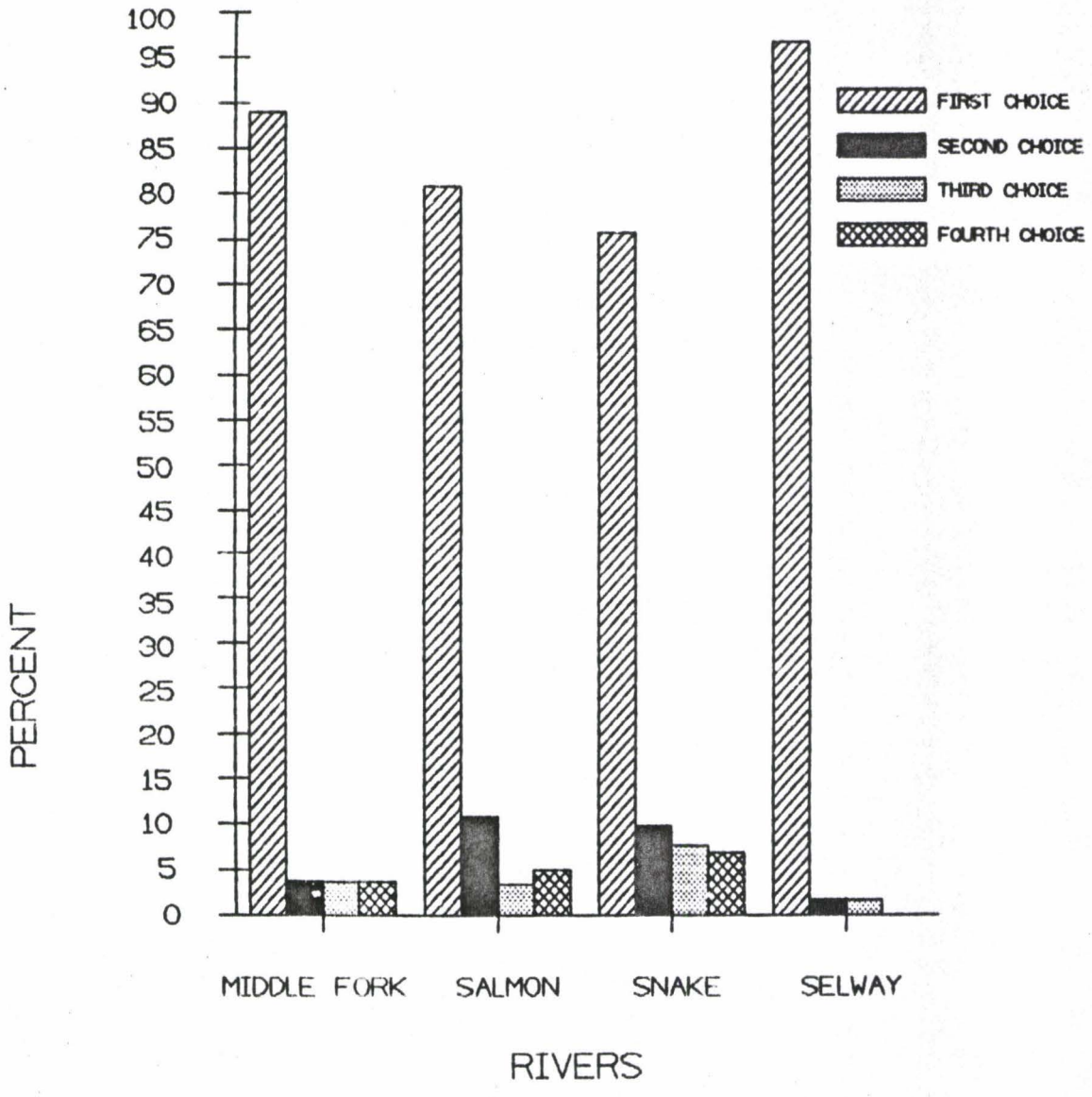

Figure 9. COMPARISON OF SELECTED CHOICES BY RIVER FOR SUCCESSFUL APPLICANTS IN 1987

Cost

The centralized river reservation system reduced the cost of maintaining four separate systems by an estimated $12,200. This savings is a result of eliminating the duplicate applications processed by each unit when anyone applies for more than one river. There were 2,037 such applications in 1986. By comparison, there would have been 3,914 duplicate applications in 1987, a 92 percent increase, if the systems had not been combined. The obvious reason for the increase is the ease of applying for more than one river under the new system.

True savings could not be calculated this year because the design and implementation of the new system offset the costs avoided by eliminating duplicate applications. Subsequent years will realize more substantial savings.

The current attitude seems to be that users should be required to pay at least the cost of providing the opportunity to use a resource. Recognizing this, the Conservation Foundation (1979) recommended that "charges should be made for recreational use of wilderness areas and for boating on designated wild and scenic rivers". Although the U.S. Forest Service does not have the authority to charge a user fee, the Department of Agriculture adopted regulations in July 1986 to recover federal costs associated with administration of user reservation systems.

The new system did implement an application fee of $5.00; the value set was based on the cost of processing an application. The simplified form and combined reservation systems reduced the cost of processing applications, and this savings is passed on to the river users as a lower application fee.

The idea of an application fee received considerable support during the public involvement process initiated before the new system was chosen. Some respondents suggested a fee four times higher than the one implemented, the rationale being that a fee would reduce both "ballot box stuffing" by groups and speculation by individuals. When addressing the speculation problem, Peterson et al. (1981) stated that "It seems reasonable to assume there might be a greater propensity to submit an application in anticipation of a possible trip than to travel to the river if a permit is granted."

System Expansion

Past reservation systems on the four rivers in the study ranged from a call-in system, in which the caller gave name, address and telephone number, to a complex system in which the applicants furnished a passenger list of all possible participants. One system permitted one application per party or group, while another allowed each member of a group to apply.

The new reservation system requires name, address, telephone number and the number from a photo identification card (see Appendix B for a sample application form). An applicant can get an application from any participating office, complete it with the identification information and four choices of rivers and/or dates, and return it to a participating office. The form requires no more than the absolute minimum amount of information needed to conduct a lottery.

The computer program developed for the system was designed to include other administrative units, including other agencies, and the electronic ability to do so certainly exists (Donnelly 1987). Electronically, the second page of the river application form requires agency identification information; the only modification needed would be addition of the new river with a code number. Authority would be needed from the Washington D.C. Office to permit another agency to enter information into the Data General system, where the current program is stored. The details of such connections will be investigated further if and when other agencies express interest in joining the system.

As Shelby and Danley (1979) concluded:

> Allocation problems are seldom easy, and the distribution of river use is no exception. It would be a major accomplishment to begin to move toward systems which are designed to accomplish specific allocation goals. Initially this will be done on a case by case basis, but there is a need for a more integrated approach.

Considerable effort is needed when several administrative units integrate a management activity into one consolidated system. However, the reward is a public better served at a lower agency cost.

VII. RECOMMENDATIONS

The centralized river reservation system accomplished study objectives 1 through 3 and 5 through 8 listed in Chapter II. Accomplishment of objective 4 -- "Minimize cancellations and non-confirmations of the initial allocation" -- will be evaluated later this year after the end of the regulated season. The trial system partially meets objective 9 -- "Develop a system that provides a service to the using public" -- but additional consolidation would improve public service.

The following recommendations would fully implement the intent of this project:

1) Adopt the lottery system tested in 1987 as the standard method of assigning launches on the four test rivers.

2) Modify the secondary allocation systems so that all four rivers use essentially the same procedures to allocate canceled launches. This will require modifying direction in some individual river management plans when these are updated.

3) Develop a brochure that can be sent to people interested in using the centralized reservation system (see draft copy in Appendix C). The brochure would explain the new system and how to use it. This is an extremely important part of the process. The most common problem associated with implementing a rationing system in the San Gorgonio and San Jacinto wilderness areas was inadequate advance knowledge about the rationing system (Stankey 1979).

4) Investigate the use of additional offices to disseminate and receive applications for the new system. Appendix D shows the geographic distribution of applicants in the 1987 lottery.

5) Provide potential applicants with information that shows the distribution of choices by week through the season to help improve their odds of drawing a launch. Figure 10 displays the distribution of application choices by river and weeks of the season, with each river's regulated season superimposed.

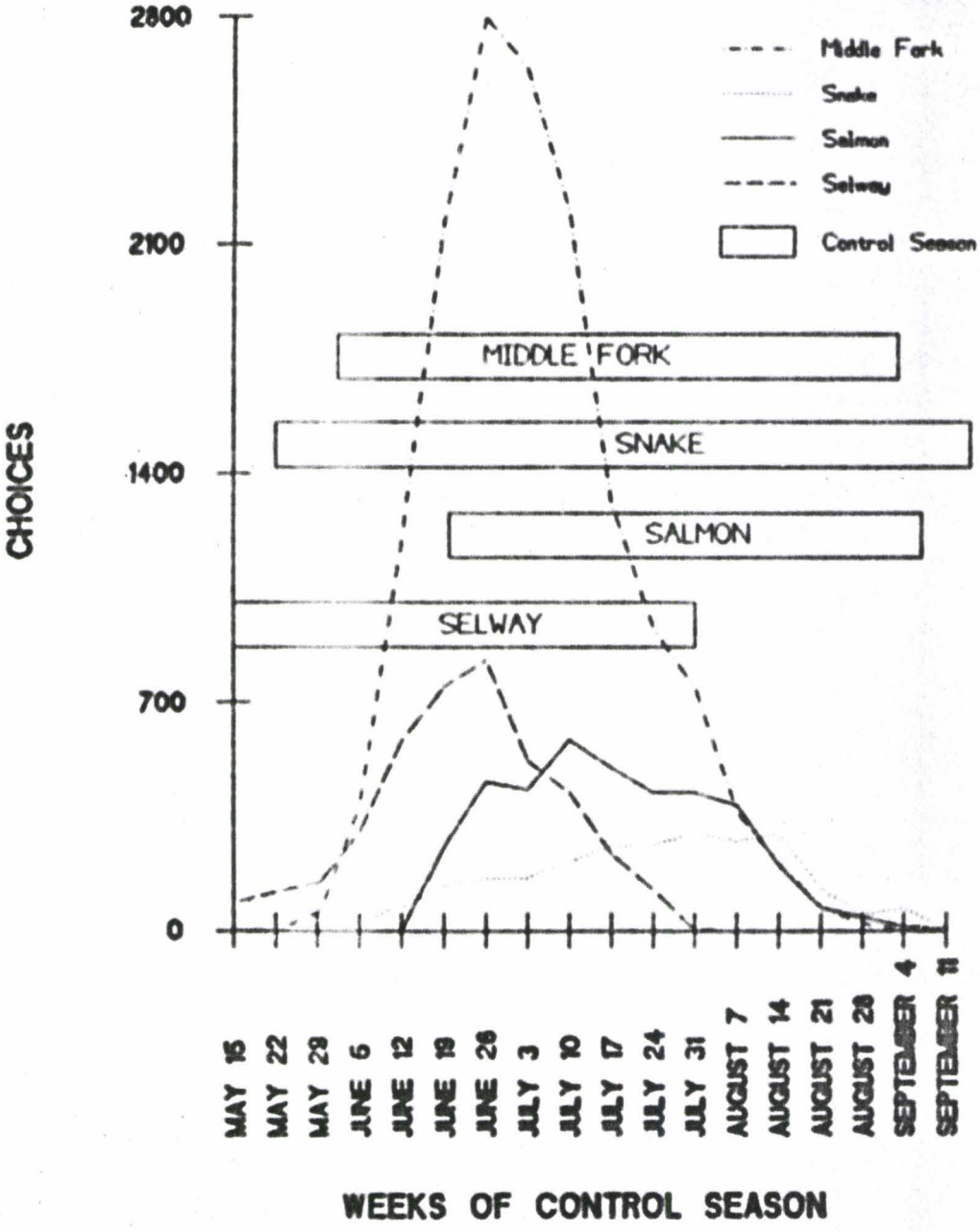

Figure 10. DEMAND BY WEEK OF SEASON AND BY RIVER - CONTROL SEASONS SUPERIMPOSED

6) Invite additional administrative units to review this study to determine whether they might benefit by consolidation with this system. If so, the system should be expanded to include them.

7) Provide information to other regional areas that might benefit from this type of consolidated system. See Appendix E for a list of rivers currently in the Wild and Scenic River System.

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IX. APPENDICES

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APPENDIX A

Management Direction for the Salmon River

Float-boat Management

Private

1. Reservations will be required for private parties and applications will be accepted from December 1 until January 31 each year. Applications must be postmarked or received by January 31 to be considered. Launch dates will be assigned by lottery during the second week of February.

2. No more than one trip application will be permitted per season per individual.

3. A party manifest (trip member list) will be required on the launch date. A requirement for earlier submission and limited changes may be imposed if the need arises.

4. Any unassigned or unconfirmed private launches existing after April 15 will be issued on a first-come, first-serve basis to private floaters who do not hold a permit for that year.

5. A trip permit will be required prior to launching or, if launching does not occur at Corn Creek, the permit must be obtained prior to passing Corn Creek and a passenger manifest will be required.

Float-boat Pools

1. Two pools will be developed by placing unconfirmed private and commercial launches in their respective pools thirty days prior to the scheduled launch. Use of these pools will be on a first-come, first-serve basis.

2. The Commercial Pool will consist of unassigned open and unbooked permitted launches. The voluntary release of obviously non-booked launches must be accomplished prior to seven days of the scheduled launch or the following penalty will be applied:

   The violating outfitter will not have the privilege to compete for an open launch or a pool launch for a complete season following the year of the violation.

   The exception to the penalty will be a confirmed written notice to the Forest Service that a situation beyond the control of the outfitter occurred, such as a last minute cancellation, death in a family, etc. This will be documented.

3. Dividing a launch into two groups or parties having a combined total of thirty persons or less will not be authorized unless an unassigned launch is available. A divided launch must be approved in advance by the District Ranger at North Fork or his representative.

4. The Private Pool will consist of unconfirmed launches and cancellations. Failure to show up for a confirmed launch, without giving seven days notice prior to the scheduled launch, will result in the following penalty:

   The violating private person that was granted the reservation will not be able to compete in the drawing for a launch date the following year.

   The exception to the penalty will be a written notice to the Forest Service justifying the reason for not cancelling.

5. Any unassigned launches, private or commercial, which remain in the above pools within seven days of the launch dates will be made available to either sector on a first-come, first-serve basis. When the "no show" percentage decreases to 15 percent in the private sector, the seven-day period for the combined pool will be expanded to thirty days.

Float-boat, General

1. The following allocation guides will be used during this plan period. Eight parties will be allowed to launch each day of the control season. The eight parties will be allocated five parties to the commercial sector, and three parties to the private sector. This corresponds to actual use experienced over the preceding seven years. This constitutes a five to three split, or 64 percent commercial; 36 percent private parties.

2. Any change in use allocation between the commercial sector and the private sector will be based on major changes in demand. If a change is made that requires reduction in the allocation to the commercial sector, the open launch will be eliminated first.

3. The maximum party size will be thirty persons including boatmen during the control period. The control period will be June 20 through September 7.

4. If a reduction in the eight-launch capacity is determined to be needed, the first reduction will be made by eliminating the commercial open launch.

Non-outfitted Use

1. Annual Use Allocation

The non-outfitted public has a total of 373 launch opportunities during the high demand period of June 1st to September 3rd. Before and after this time period (pre and post season), the launches are given out on a first-come, first-serve basis. At anytime during the year, users are required to obtain a trip permit to float the Middle Fork of the Salmon (Appendix #5 - Regional Forester Special Order Insert). Also, the seven launches per day is still in effect to protect the river from over use. The first-come, first-serve system for out-of-season dates will continue until demand warrants a change.

2. Permit/Launch Limits

Each non-outfitted group that launches on the Middle Fork is required to obtain a trip permit before launching.

There is an eight day limit on length of stay for any one group floating the river during the heavy use period. The reason for this is to help alleviate the congestion created by the small number of available camp sites in the lower section of the river. Out of the heavy use period, the eight day restriction can be waived.

Maximum group size for the non-outfitted floaters has been increased from 15 to 24 people. This maximum group size change will take effect starting with the 1985 season (see Frank Church--River of No Return Wilderness Plan, 1985).

3. Procedure for Allocating Unused Launches During Heavy Use Season

During the season, even though all launch dates are assigned during the selection period, there is a large number of date cancellations from the private sector. These cancellations result from one group drawing more than one date, illness, or various other reasons. The cancelled dates are given out on a first-come, first-serve basis whether it be by telephone, walk-in, or letter. At this time, a waiting list is not maintained.

4. Application Process - Rules & Regulations

To obtain an application to compete in the lottery for a launch date on the Middle Fork, each person wanting an application must contact the District Office after October 15th of each year. At this time, a numbered application and instructions on how to fill it out is mailed to the requesting individual. After December 1st and until January 31st, applications will be accepted. Information from the application will be entered into the computer for the lottery. The lottery drawing will take place as soon after the 1st of February as possible. Only those persons whose names are drawn will be notified of the results.

5. Rationing of Non-outfitted Allocation

Rationing is needed for non-outfitted users due to the thousands of requests for a few hundred available dates. There is a total of 373 launch opportunities for private floaters during the control season, and during a normal year we receive approximately 4,000 requests. This however, does not show true demand; we know that a large number of people in the same group will apply for launch dates, therefore showing an inflated demand. This system of selection could change if a better one is found.

6. Permit Conditions - Notification of Cancellation, Penalties, and Alternate Trip Leader

In order to obtain a trip permit to float the Middle Fork, a person has to apply, draw out, and receive a launch date. At this time, a confirmation letter will be sent out to the individual which will show his/her name, application number, launch date, and the condition required to receive the trip permit (Appendix #6 - Confirmation Letter).

Notification of Cancellation

There is a stipulation written in the confirmation letter requiring that an individual give the District 2 weeks notice of a cancellation of their launch date.

No-Shows

If this is not done and the date goes as a no-show, the individual's name is placed on a list that prevents them from being considered in the selection process for the next 3 years.

Alternate Trip Leader

When a person applies for and receives a launch date, that date is non-transferrable. However, an individual is allowed to list an alternate trip leader (it is not mandatory). In case the trip leader is unable to make the trip, he/she can turn the trip over to the alternate trip leader. When applying for the lottery, a person's name cannot appear on more than one application, either as trip leader or alternate.

Floating Requirements and Conditions

1. All parties floating the Selway National Wild River will be required to comply with the following conditions of use under the authority of the Secretary of Agriculture (36 CFR 251.25 and 36 CFR 261.11m). Violators of these conditions of use are subject to punishment by fine of not more than $500 or imprisonment of not more than six months or both (16 USC 551).

   a. Make a reservation and obtain a trip permit for trips between May 15 and August 1.

   b. Maximum size per launch will be 16 persons.

   c. Party members may take only one trip per season with the exception of licensed commercial boatmen.

   d. Pack out all unburnable garbage and discarded material including damaged or broken equipment.

   e. Carry a shovel and bucket for camp sanitation and fire fighting purposes.

   f. Build fires only in safe places. Tend fire continually and put dead out before leaving.

   g. Leave artifacts, natural features, and green vegetation intact.

   h. Use no soap, detergents, or other pollutants within the high-water line of the Selway River and its tributary streams.

   i. Bury all fecal material at least 100 feet back from the high-water mark of the Selway River or any other water source.

   j. Bury or burn all toilet paper.

2. Launch dates for noncommercial permits will be allocated on the basis of a drawing to be held at the West Fork Ranger Station on the first working day of February. Applications considered in the drawing must be submitted no earlier than December 1 and no later than January 30 prior to the float season.

   Any launch dates not requested in the drawing, will be available on a first-come, first-served basis. Launch dates are assigned to the four commercial outfitters prior to the drawing. (Refer to Appendix A - Reservation System).

3. During the floating period, May 15 through August 1, only one launch per day will be permitted.

4. All parties will be allowed to launch only on scheduled days.

5. When a commercial operator decides not to launch on a scheduled day, the launch will be assigned to a private party.

6. Commercial outfitters will be allowed a maximum of two training trips per season to maintain the number of qualified boatmen as required under the standards of the Idaho Outfitters and Guides Board. Training trips will be allocated on an individual request basis. Requests must specify the trainee's name(s), experience, and training needs to qualify as a boatman or lead boatman.

7. There will be a maximum of four commercial outfitters on the Selway River each year. When considering annual applications, priority will be given to the outfitters who held permits the previous season, for the same amount of use, provided they are fully qualified. A maximum of 16 launch dates will be permitted for commercial trips each year. The maximum party size for commercial trips will be 16 people including boatmen.

RESERVATION SYSTEM PROCEDURE

1. Individual party leaders desiring to apply for a trip permit must submit an application to the West Fork District Ranger, Bitterroot National Forest, Darby, Montana 59829 (Telephone 406/821-3269). Applications considered in the drawing must be submitted no earlier than December 1 and no later than January 31 prior to the float season. Launch dates will be allocated on the basis of a drawing to be held at the West Fork Ranger Station on the first working day of February.

   Any launch dates not requested in the drawing, will be assigned on a first-come, first-served basis. Launch dates are assigned to the four commercial outfitters prior to the drawing. Each party leader is permitted to apply for a maximum of four launch dates.

2. Applicants must complete a RESERVATION REQUEST form. Information on the form includes the launch dates requested (maximum of 4), the planned party size (maximum 16), the planned length of stay, the number and type of craft to be used. Applicants submitting reservation requests, starting with the 1977 float season, will be required to sign a statement certifying that the party qualifies for a "noncommercial permit". (See copy of Noncommercial Use Statement attached.)

3. The West Fork District will notify all applicants of the results of the drawing. A reservation confirmation will be mailed to all successful applicants.

4. The TRIP PERMIT normally will be issued at the West Fork Ranger Station between 8:00 a.m. and 5:00 p.m. each day of the week, when the party has:

   a. Complied with their reservation by coming prepared to launch on their scheduled day.

   b. Complied with the party-size limitation (maximum 16).

c. Exhibited a shovel and bucket suitable for fire suppression and sanitary use and demonstrated an understanding of proper wilderness sanitary procedures.

Parties unable to arrive at the West Fork Ranger Station during these hours should make arrangements for the TRIP PERMIT to be issued at the Paradise Launch site. The TRIP PERMIT will be mailed to those individuals that plan to fly into one of the landing fields to launch.

Regulated Season. The annual regulated season will run from the Friday preceding Memorial Day weekend to September 15 (1-1). These dates may be modified, if necessary, based on use demand and to protect wild and scenic river corridor values (3).

Unregulated Season. From September 16 through the Thursday preceding Memorial Day weekend, unless modified (1-1).

This section of the comprehensive Management Plan has been re-written to incorporate modified decisions. Priority has been given to these decisions as follows: 1) Mr. Crowell's 1983 decision, 2) Chief Peterson's 1982 decision, and 3) Chief Peterson's 1981 decision. Footnotes refer to the following:

1) Changed by authority of Crowell's decision - 1, 2, 3, etc. refers to items in decision.

2) Changed by authority of Chief Peterson's decision - 1982 - a, b, etc. refers to paragraph in decision notice as labeled on the attached copy.

3) Original Plan

Permits

1. Wild Segment - Trip permits will be required for all private boaters and commercial boaters staying overnight during the regulated season and will include campsite assignments for overnight use.

2. Scenic Segment - Self-issue permits will be required for all boaters except day use commercial boaters during the regulated season.

3. General - Hikers, horsebackers, and other users may be required to obtain permits for use of either the wild or scenic river sections if it becomes necessary for resource protection purposes or to meet other river management objectives (3).

   During the unregulated season, river corridor users will not be required to obtain permits or register unless it becomes necessary to meet river management objectives.

   The Forest Service will monitor effects of boat use on other values. If, as a result of such monitoring, the Forest Service subsequently determines that adjustments to the boating use levels are necessary, it will not do so before the 1985 summer season. Notice will be given and public comment solicited before any adjustments to boating use levels are put into effect (1-2).

   Floatboat Use. During the regulated season, permit five daily overnight floatboat launches in the wild river section (3). Floatboat party size is

limited to 30 people (1-5) in the wild and scenic river during the regulated season. During the unregulated season there will be no limit of floatboat launches or on party size (3).

Regulations for floatboat use will continue in accordance with requirements adopted in 1978 (2-b). (Allocation ratio will continue to be 3 launches private to 2 launches commercial.

(Private) permit applications will be available on a reservation basis. Successful applicants must confirm, within dates established by the NRA Project Manager, their intentions to float the river. Unconfirmed reservations will be made available to either the private or commercial sector on a first-come, first-serve basis. For days when applications exceed available reservations, selections will be by lottery or by order of receipt (3).

Issue a maximum of 16 special-use permits for commercial floatboat operations. In addition, issue a maximum of two special-use permits for conducting one-day trips between Hells Canyon Dam and Pittsburg Landing. Limit one-day trips to one per day only on Monday through Friday with a maximum of two boats per trip. One-day trips would be in addition to the five launches per day limit in the wild river (3).

Private Powerboat Use. No limit will be placed on the number of daily trips by powerboats (1-2).

The Forest Service will impose no minimum equipment and experience standards for private powerboat operators in issuing daily trip permits to use the river. The U.S. Coast Guard and the States have regulations for these purposes (1-3).

APPENDIX B

FLOAT TRIP PERMIT APPLICATION
Salmon, Snake, Middle Fork Salmon and Selway Rivers
(see instructions on reverse of form)

Applicant Identification (Print or Type)

1) Photo ID Number: _____

State of ID: ___

Type of ID: ___ (Drivers License=D, Bank or State ID=B, Fish & Game ID=F, Other=O)

Name: 2) Last: _____ 3) First: _____ 4) Initial: ___

5) Mailing Address: _____

6) City: _____ 7) State: ___

8) Zip: _____ _____ 9) Phone: (____) _____ - _____

Launch Dates and Rivers

River Codes: Salmon=1, Snake=2, Middle Fork Salmon=3, Selway=4

10) 1st choice launch: _____ (Month) _____ (Day), River _____

11) 2nd choice launch: _____ (Month) _____ (Day), River _____

12) 3rd choice launch: _____ (Month) _____ (Day), River _____

13) 4th choice launch: _____ (Month) _____ (Day), River _____

Fee and Application Validity

A five dollar ($5.00) nonrefundable application fee must accompany this form. Checks or money orders should be made payable to: U.S.D.A. Forest Service. Applications that are not legible, incomplete or not accompanied by the required fee will not be entered into the drawing. Only one application will be accepted from each person. All applicants must be at least 18 years of age. Applications from people subject to a no-show penalty will be ineligible for a launch on the river or rivers for which the penalty was imposed. Applications must be received after December 1 and before January 31st. Applications received outside of the time period will be rejected.

For Agency Use Only - Applicants leave blank

1. Amount received: _____

2. Region: ____ 3. Forest: ___ 4. District: ___

5. Other office code (if appropriate) ___ .

INSTRUCTIONS

General: Print or type all entries; be sure they are legible.

Applicant Identification:

1) Photo ID Number: An identification document with a photograph attached is required so that the successful applicants can be identified when the permit is issued. Enter the identification number in the space provided. Show the standard two letter abbreviation for the state in which the identification was issued (for example: CA for California or OR for Oregon). Enter the proper code for the type of identification (for example D for drivers license).
2), 3), and 4), Self explanatory.
5) Mailing address: Show street, house number, P. O. Box, etc.
6) Self explanatory.
7) State: Show the standard two letter abbreviation for your state.
8) Zip: The first five digits of the zip code are required; the last 4 digits are optional.
9) Self-explanatory.

Launch Dates and Rivers:

10) Show the month and day for your first choice launch. Following the launch date show the code for your first choice river in the space provided. For example, if your first choice is to launch on July 9 on the Selway, your entry would be 07 (Month) 09 (Day), River 4

11), 12) and 13) Enter your second, third and fourth choices in the same manner as the first choice. You may use any mix of dates and rivers you wish. For example, the choices may be all applied to one river or they may be spread among all four rivers. You may use up to four choices if you wish but do not need to fill in all four choices for your application to be considered.

Centralized Private Float Reservation System
for the
Salmon, Snake, Middle Fork Salmon and Selway Rivers

FLOAT LAUNCH RESERVATION APPLICATIONS

.Private (non-commercial) floaters may now apply for launch reservations for the Salmon, Middle Fork Salmon, Selway and Snake Rivers on one application form.

.Application forms and information will be available at the following offices beginning October 1 each year:

North Fork Ranger District
P. O. Box 780
North Fork, ID 83466
(208)865-2383

Middle Fork Ranger District
P. O. Box 750
Challis, ID 83226
(208)879-5204

Hells Canyon National Recreation Area
3620-B Snake River Avenue
Lewiston, ID 83501
(208)743-2297

West Fork Ranger District
Darby, MT 59829
(406)821-3269

.Applications will be accepted at the above offices between December 1 and January 31. Applications received before December 1 or after January 31 will be considered invalid and will not be entered into the drawing.

.Applications may be submitted on the form provided for that purpose. They may also be submitted electronically by visiting one of the above offices.

.Only one application will be accepted from each person. Duplicate applications will be rejected.

.Applicants must be at least 18 years of age.

.People subject to a no-show penalty will be ineligible to apply for a launch on the river (or rivers) for which the penalty was imposed for a one year period.

.All necessary sections of the form must be completed and legible to be entered into the drawing.

.A $5.00 non-refundable reservation application fee must accompany the application. Checks or money orders should be sent with mailed applications and made payable to USDA Forest Service. This fee covers the costs of allocating launches, including processing applications and conducting the drawing. If checks are returned for insufficient funds the application will be rejected or, if a launch has been reserved, the launch date will be cancelled and reallocated.

.People who obtain a reservation after the initial application period and drawing, including walk-ons at the launch site, will also be charged a $5.00 reservation fee. Those who applied during the initial application period and have already paid the fee, will not be charged a second fee for their first reserved launch. For those rivers that allow a second reservation after the first trip is run, a second reservation fee will be charged.

.Those people making post-drawing reservations will be asked to submit payment to the office at which the reservation was made unless the launch was reserved less than two weeks prior to the launch date. Those late reservations and walk-ons will make payment by check or money order when the permit is filled out. Cash will not be accepted at the launch site.

.No alternate trip leaders will be designated. The person holding the reservation must pick up the permit and participate in the trip.

ALLOCATION OF LAUNCH RESERVATIONS - DRAWING

.A computer generated random drawing will be made in February to determine the identity of successful applicants.

.Successful applicants only will be notified by mail in February and early March. If no notification has been received by March 15, applicants may assume that they were unsuccessful in the drawing.

.Once the initial drawing is complete, each river management team will operate their individual programs with respect to confirmations, cancellations, open dates, waiting lists, etc.

.Each successful applicant will receive an information packet describing the process for obtaining the permit and other requirements such as confirmations, special equipment, etc.

INFORMATION SPECIFIC TO EACH RIVER

Because of differences in management plans and the characteristics of the rivers, it is not possible to achieve total uniformity in management systems between the four rivers. As plans are revised, efforts will be made to bring more consistency into the programs.

Salmon River

.The section of river covered by this private float application reservation system extends from Corn Creek to Long Tom Bar.

.The control period during which reservations are required extends from June 20 through September 7. Reservations are not required outside of the control period. Voluntary permits can be obtained from either the North Fork District Office or a self-issue station at the launch site for trips outside of the control period.

.Four private (non-commercial) launches are reserved for each day in the control period.

.Any unassigned, cancelled or unconfirmed launches will be allocated by telephone on a first-come, first-served basis during the call-in period starting at 0800 AM on the second Monday following April 15 and continuing throughout the control period. Calls will be accepted from 8:00 AM to 4:30 PM Mountain time on weekdays, Monday through Friday. No collect calls will be accepted. The office will be closed on Federal Holidays.

.There will be no waiting list.

.Maximum party size is 30 persons.

.Maximum trip duration is 10 days.

.Portable toilets and fire pans are required.

Snake River

.The section of river covered by the private float application reservation system extends from Hells Canyon Dam to the bottom of Rush Creek Rapid. Parties floating that section of river must have a reservation and trip permit issued by a Forest Officer during the control period.

.Float trips launching from points downstream from Rush Creek Rapids to the Scenic River boundary near the Oregon/Washington state line, or those entering Snake from the Lower Salmon river, must complete a self-issue permit during the control period.

.The control period (regulated season) during which reservations are required extends from the Friday preceeding Memorial Day weekend through September 15. Reservations and permits are not required outside of the control period.

.Three private (non-commercial) launches are reserved each day during the control period.

.Any unassigned, cancelled or unconfirmed launches will be allocated by telephone on a first-come, first-served basis during the call-in period starting at 0800 AM on the third Monday in March (March 16, 1987, March 21, 1988, etc.) and continuing throughout the control period. Calls will be accepted from 8:00 AM to 4:00 PM Pacific Time during weekdays, Monday through Friday on the river reservation confirmation telephone line (208) 743-2297. No collect calls will be accepted. The office will be closed on Federal Holidays. Only one launch will be reserved per person. Only one person will be served with each call. After using a reserved launch, an individual may apply for another launch, but only one launch may be reserved at any given time.

.During the call-in period, if all launch dates an individual is interested in are reserved, that person's name can be placed on a waiting list for one date. When a launch date becomes available to people on a waiting list, they will be called collect, person to person, in the order in which their names have been placed on the list. If we are unable to contact a person on the waiting list, we will drop to the next name until the date is assigned or the list exhausted. If the collect call is refused, we will assume that individual is no longer interested in a launch date and remove that person's name from the waiting list. No one who has a reserved launch will be eligible for any waiting list until the reserved launch is used. If three waiting list dates are refused, the applicant will not be eligible for further waiting list dates during the current season.

.All persons requesting reservations after the initial allocation period will be asked for the information on the application form including name, address, telephone number and a photo ID number.

.Party size limit is 30 persons.

Middle Fork Salmon River

.All private (non-commercial) boaters floating the Middle Fork of the Salmon are required to obtain a reservation and a trip permit before launching.

.The control period (regulated season) during which reservations are required extends from June 1 through September 3. Before and after this period launches are given out on a first-come, first-serve basis. At any time during the year, users are required to obtain a trip permit. No more than seven launches are allowed each day, including both private and commercial parties.

.During the control period, there are 373 private (non-commercial) launch opportunities and 288 commercial launches available. Of the seven launches allowed per day, the number of private vs commercial will vary.

.Any unassigned, cancelled or unconfirmed launches will be allocated by telephone on a first-come, first-served basis after the initial lottery in February and continuing throughout the control period. Calls will be accepted from 8:00 AM to 4:30 PM Mountain time during weekdays, Monday through Friday on the river reservation telephone line (208)879-5204. No collect calls will be accepted. The office will be closed on Federal Holidays.

.The Middle Fork District is considering a waiting list in place of the call-in for the 1988 season.

.Maximum party size is 24 people.

.Maximum length of trip is 8 days during the heavy use period.

.People who apply for early June or late August dates may need to fly into intermediate launch points. Snow often blocks access in the spring and low water may stop floaters in the upper section of river in late August.

Selway River

.The section of river covered by the private float application reservation system extends from the Paradise Launch Site to Selway Falls. Parties floating that section of river must have a reservation and trip permit during the control period.

.The control period (regulated season) during which reservations are required extends from May 15 through July 31. Reservations and permits are not required outside of the control period for private non-commercial floaters.

.One private launch opportunity is reserved for each day for 62 days of the control period. The remaining 16 days are reserved for commercial outfitters with one launch per day.

.Any unassigned cancelled or unconfirmed launches will be allocated on a first-come, first-served basis by telephone after the initial drawing in February. Calls will be accepted from 8:00 AM to 4:30 PM Mountain time during weekdays, Monday through Friday. No collect calls will be accepted. The office will be closed on Federal Holidays.

.Party size limit is 16 persons.

.No person may take more than one trip per year.

.People who apply for May launch dates may find snow blocking their access. Those with late launch dates may encounter low flows.

.Contact the West Fork Ranger District with specific questions.

.If you desire any additional information please send self-addressed stamped envelope.

.Listed below are the Outfitter/Guide launch dates:

May 20 - Training Trip

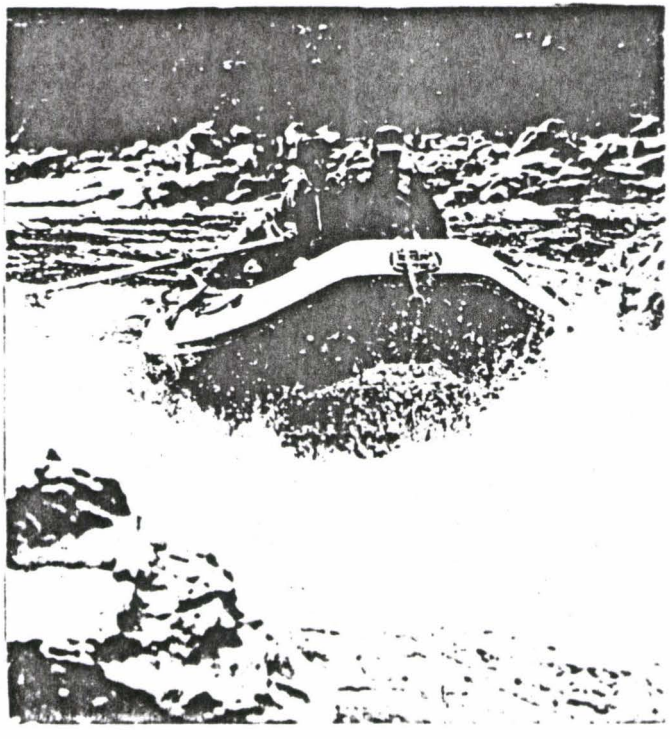
June 2, 8, 14, 20, 22, 28, 30

July 3, 5, 8, 9, 12, 15, 16, 18, 24

APPENDIX C

MIDDLE FORK of the SALMON
SELWAY
MAIN SALMON
SNAKE - HELLS CANYON

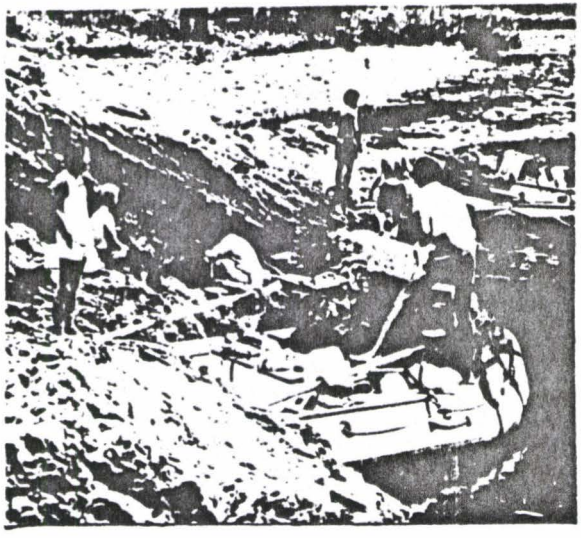
FUN ON FOUR WESTERN RIVERS



WHEN TO APPLY

Application forms are available from any of the four listed offices anytime after October 1, for those individuals interested in floating the Main Salmon, Middle Fork of the Salmon, Selway and Snake-Hells Canyon for the coming float season.

Applications must be received at any one of the four offices no earlier than December 1, or later than January 31.



HOW TO APPLY

A simplified application process has been implemented for the Main Salmon, Middle Fork of the Salmon, Selway the Snake-Hells Canyon for user convenience.

- Submit one (1) application, with a non-refundable application fee, to any one of the offices listed in this brochure.
- All four rivers are covered on the one application form.
- The applicant has the opportunity to draw for one or more than one river with the process that has been established, with the single application.

BACKGROUND

Centrally located in the middle of Idaho and eastern Oregon, the Main Salmon, Middle Fork of the Salmon, Selway and Snake-Hells Canyon rivers offer a broad range of recreation opportunities.

These rivers provide scenery, wildlife, steep canyons, fast flowing rivers and countless hours of thrills that the several thousand river users encounter each summer during the floating season.

MIDDLE FORK of the SALMON

The Middle Fork is 38 miles of free flowing river in the heart of the Frank Church -- River of No Return Wilderness. It is a non-motorized, roadless, floating river experience. The river has many technical rapids, but still offers a well rounded family adventure. It has several natural hot springs, crystal clear water and catch and release fish for fun.

The Middle Fork offers the floaters a wide variety of wildlife and scenery that would thrill any photographer, or nature lover.

The river rules are: fire pans are required, campsites are assigned. The number of floaters and number of launches are regulated from June 1 to September 3.

SELWAY

The Selway is one of the most challenging whitewater rivers in the United States. The river's course takes the floater through the 1,239,840 acre Selway Bitteroot Wilderness, among the country's largest, most of which is passable only on foot or by boat. From Paradise Guard Station at the mouth of White Cap Creek to Selway Falls, the river drops an average of 28 feet per mile creating a very technical whitewater floating experience.

Within the Selway floating experience there are several class III and IV rapids which require a high level of whitewater skills and experience.

The river rules are: fire pans are not required, campsites are not assigned and number of launches are regulated from May 15, thru July 31.

MAIN SALMON

Originating in the high mountains of central Idaho, the Salmon Wild and Scenic River cascades through the Frank Church--River of No Return Wilderness, which is the largest wilderness in the contiguous United States. The river corridor is not part of the wilderness and jet boats are permitted on the river.

The Shoshoni Indians called the river "Tom-Agit-Pah", or "Big Fish Water." During the annual Salmon run they lived along the river and fished for and important part of their diet. These native peoples considered the river too dangerous for canoe travel and developed an extensive trail system to provide access to the canyon. The Nez Perce tribe utilized the lower river, and the sheepeater Shoshoni lived upstream.

Since white man first penetrated the region, the river has served as both a barrier to civilization and a hazardous highway for those willing to venture upon its waters.

The Salmon River is known to be one of the most scenic rivers in the world and thousands of visitors enjoy the splendors of the Salmon river each year.

The river rules are: fire pans are required and campsites are not assigned. The number of people and the number of launches per day are regulated from June 20 to September 7. Permits are not required for trips outside of this period. Floaters must make provisions for carrying out human waste.

SNAKE - HELLS CANYON

The Hells Canyon segment of the Snake River flows through North America's deepest river canyon. The 67 1/2 miles of Wild and Scenic River corridor passes through Hells Canyon Wilderness, over part of its length, but is not itself a wilderness.

The river corridor provides both motorized and non-motorized recreation opportunities. The largest rapids are located in the wild section.

The river rules are: No campfires are permitted from July 1 thru September 15. The party size is limited to 30 floaters per launch and being regulated the Friday before Memorial Day through September 15.

WHEN TO APPLY

Application forms are available from any of the four listed offices anytime after October 1, for those individuals interested in floating the Main Salmon, Middle Fork of the Salmon, Selway and Snake-Hells Canyon for the coming float season.

Applications must be received at any one of the four offices no earlier than December 1, or later than January 31.

HOW TO APPLY

A simplified application process has been implemented for the Main Salmon, Middle Fork of the Salmon, Selway the Snake-Hells Canyon for user convenience.

- Submit one (1) application, with a non-refundable application fee, to any one of the offices listed in this brochure.
- All four rivers are covered on the one application form.
- The applicant has the opportunity to draw for one or more than one river with the process that has been established, with the single application.

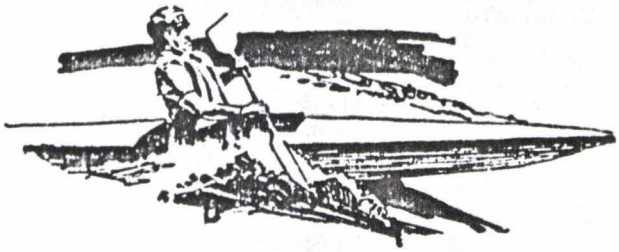
SOME THINGS THAT YOU CAN DO

With the increased use, all rivers are experiencing some very serious problems with people use. Yes, litter and vandalism seem to be taking a toll and all Forest Managers are seeking help from everyone in trying to deal with these use problems.

- The Archaeological Resources Protection Act **PROHIBITS** the collection of archaeological artifacts.
- All unburnable materials (especially small pieces of plastic, glass, wire, aluminum, nylon rope) must be packed out. Leave the campsite in better condition than you found it.
- Pitch tents in places where tents have been pitched before. Avoid trampling a fresh site where the vegetation has not been damages.
- No soaps or detergents are allowed in the hot springs, rivers, or side streams. Wash and rinse well away from water sources and camp areas, using pans or buckets. Dispose of water at least 200 feet from rivers or streams.
- Obey State fish and game regulations.
- There are numerous private land holdings which are off limits to floatboaters. Please respect the rights of these landowners.

Forest Service River Managers would like to express their thanks and appreciation for your help.

ENJOY YOUR TRIP



WHERE TO APPLY

Hells Canyon Nat'l Rec. Area
Forest Service
3620-B-Snake River Ave.
Lewiston, ID. 83501
PH: (208) 743-2297

North Fork R.D.
Forest Service
P.O. Box 780
North Fork, ID.
83466
PH: (208) 865-2383

Middle Fork R.D.
Forest Service
P.O. Box 750
Challis, ID. 83226
PH: (208) 879-5204

West Fork R.D.
Forest Service
Darby, MT. 59829
PH: (208) 821-3269

USDA - FOREST SERVICE
REGIONS 1, 4 and 6

APPENDIX D

APPLICATION ANALYSIS BY STATE AND BY DESCENDING NUMBER

Alabama	8
Alaska	28
Arizona	82
Arkansas	39
California	637
Colorado	490
Connecticut	6
Delaware	1
Florida	14
Georgia	5
Hawaii	5
Idaho	1,718
Illinois	17
Indiana	5
Iowa	3
Kansas	5
Kentucky	4
Louisiana	13
Maine	4
Maryland	15
Massachusetts	21
Michigan	13
Minnesota	45
Missouri	56
Montana	338
Nebraska	9
Nevada	29
New Hampshire	4
New Jersey	15
New Mexico	84
New York	29
North Carolina	16
North Dakota	2
Ohio	8
Oklahoma	4
Oregon	1,337
Pennsylvania	22
Rhode Island	1
South Carolina	2
South Dakota	3
Tennessee	9
Texas	56
Utah	468
Virginia	12
Washington	785
Washington D.C.	1
Wisconsin	14
Wyoming	99
CANADA:	
Alberta	1
British Columbia	4
Ontario	1
FRANCE	6

DESCENDING VOLUME OF APPLICATIONS BY STATE

Idaho	1,718
Oregon	1,337
Washington	785
California	637
Colorado	490
Utah	468
Montana	338
Wyoming	99
New Mexico	84
Arizona	82
Missouri	56
Texas	56
Minnesota	45
Arkansas	39
Nevada	29
New York	29
Alaska	28
Pennsylvania	22
Massachusetts	21
Illinois	17
North Carolina	16
Maryland	15
New Jersey	15
Florida	14
Wisconsin	14
Louisiana	13
Michigan	13
Virginia	12
Nebraska	9
Tennessee	9
Alabama	8
Ohio	8
Connecticut	6
Georgia	5
Hawaii	5
Indiana	5
Kansas	5
Kentucky	4
Maine	4
New Hampshire	4
Oklahoma	4
Iowa	3
South Dakota	3
North Dakota	2
South Carolina	2
Delaware	1
Rhode Island	1
Washington D.C.	1

APPENDIX E

RIVER MILEAGE CLASSIFICATIONS FOR COMPONENTS OF THE NATIONAL WILD AND SCENIC RIVERS SYSTEM

November 1986

River Present Units in the National System	Administering Agency	Miles by Classification Wild	Scenic	Recreational	Total Miles
1. Middle Fork Clearwater, Idaho (P.L. 90-542--10/2/68)	Forest Service	54	--	131	185
2. Eleven Point, Missouri (P.L. 90-542--10/2/68)	Forest Service	--	44.4	--	44.4
3. Feather, California (P.L. 90-542--10/2/68)	Forest Service	32.9	9.7	35	77.6
4. Rio Grande, New Mexico (P.L. 90-542--10/2/68)	Bureau of Land Mgt. Forest Service	43.9 7.85	-- --	.25 .75	44.15 8.6
5. Rio Grande, Texas (P.L. 95-625--11/10/78)	National Park Svc.	95.2	96	--	191.2
6. Rogue, Oregon (P.L. 90-542--10/2/68)	Bureau of Land Mgt. Forest Service	21 13	-- 7.5	26 17	47 37.5
7. St. Croix, Minnesota and Wisconsin (P.L. 90-542--10/2/68)	National Park Svc.	--	181	19	200
8. St. Croix, lower, Minnesota and Wisconsin (P.L. 92-560--10/25/72)	National Park Svc.	--	12	15	27
9. St. Croix, lower, Minnesota and Wisconsin (Secretarial Designation --6/17/76)	States of Minnesota and Wisconsin	--	--	25	25
10. Middle Fork Salmon, Idaho (P.L. 90-542--10/2/68)	Forest Service	103	--	1	104
11. Salmon, Idaho (P.L. 96-312--7/23/80)	Forest Service	79	--	46	125

River Present Units in the National System	Administering Agency	Miles by Classification Wild	Scenic	Recreational	Total Miles
12. Wolf, Wisconsin (P.L. 90-542--10/2/68)	National Park Svc.	--	25	--	25
13. Allagash Wilderness Waterway, Maine (Secretarial Designation--7/19/70)	State of Maine	95	--	--	95
14. Little Miami, Ohio (Secretarial Designation--8/20/73)	State of Ohio	--	18	48	66
15. Little Miami, Ohio (Secretarial Designation--1/28/80)	State of Ohio	--	--	28	28
16. Chattooga, N.C., S.C., and GA. (P.L. 93-279--5/10/74)	Forest Service	39.8	2.5	14.6	56.9
17. Little Beaver, Ohio (Secretarial Designation--10/23/75)	State of Ohio	--	33	--	33
18. Snake, Idaho and Oregon (P.L. 94-199--12/31/75)	Forest Service	32.5	34.4	--	66.9
19. Rapid, Idaho (P.L. 94-199--12/31/75)	Forest Service	26.8	--	--	26.8
20. New, North Carolina (Secretarial Designation--4/13/76)	State of North Carolina	--	26.5	--	26.5
21. Missouri, Montana (P.L. 94-486--10/12/76)	Bureau of Land Mgt.	64	26	59	149
22. Missouri, Nebraska and S. Dakota (P.L. 95-625--11/10/78)	National Park Svc.	--	--	59	59

River Present Units in the National System	Administering Agency	Miles by Classification Wild	Scenic	Recreational	Total Miles
23. Flathead, Montana (P.L. 94-486--10/12/76)	Forest Service and National Park Svc.	97.9	40.7	80.4	219
24. Obed, Tennessee (P.L. 94-486--10/12/76)	National Park Svc. & State of Tenn.	45.2	--	--	45.2
25. Pere Marquette, Michigan (P.L. 95-625--11/10/78)	Forest Service	--	66.4	--	66.4
26. Skagit, Washington (P.L. 95-625--11/10/78)	Forest Service	--	99	58.5	157.5
27. Delaware, upper, New York and PA. (P.L. 95-625--11/10/78)	National Park Svc.	--	25.1	50.3	75.4
28. Delaware, middle, NY, PA, and NJ (P.L. 95-625--11/10/78)	National Park Svc.	--	35	--	35
29. American (North Fork), California (P.L. 95-625--11/10/78)	Forest Service Bureau of Land Mgt.	26.3 12	-- --	-- --	26.3 12
30. American, lower, California (Secretarial Designation--01/19/81)	State of California	--	--	23	23
31. Saint Joe, Idaho (P.L. 95-625--11/10/78)	Forest Service	26.6	--	39.7	66.3
32. Alagnak, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	67	--	--	67
33. Alatna, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	83	--	--	83

River Present Units in the National System	Administering Agency	Miles by Classification Wild	Scenic	Recreational	Total Miles
34. Aniakchak, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	63	--	--	63
35. Charley, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	208	--	--	208
36. Chilikadrotna, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	11	--	--	11
37. John, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	52	--	--	52
38. Kobuk, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	110	--	--	110
39. Mulchatna, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	24	--	--	24
40. Koyukuk (North Fork), Alaska (P.L. 96-487--12/2/80)	National Park Svc.	102	--	--	102
41. Noatak, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	330	--	--	330
42. Salmon, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	70	--	--	70
43. Tinayguk, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	44	--	--	44
44. Tlikakila, Alaska (P.L. 96-487--12/2/80)	National Park Svc.	51	--	--	51

River Present Units in the National System	Administering Agency	Miles by Classification Wild	Scenic	Recreational	Total Miles
45. Andreafsky, Alaska (P.L. 96-487--12/2/80)	Fish and Wildlife Service	262	--	--	262
46. Ivishak, Alaska (P.L. 96-487--12/2/80)	Fish and Wildlife Service	80	--	--	80
47. Nowitna, Alaska (P.L. 96-487--12/2/80)	Fish and Wildlife Service	225	--	--	225
48. Selawik, Alaska (P.L. 96-487--12/2/80)	Fish and Wildlife Service	160	--	--	160
49. Sheenjek, Alaska (P.L. 96-487--12/2/80)	Fish and Wildlife Service	160	--	--	160
50. Wind, Alaska (P.L. 96-487--12/2/80)	Fish and Wildlife Service	140	--	--	140
51. Beaver Creek, Alaska (P.L. 96-487--12/2/80)	Fish and Wildlife Service	16	--	--	16
	Bureau of Land Mgt.	111	--	--	111
52. Birch Creek, Alaska (P.L. 96-487--12/2/80)	Bureau of Land Mgt.	126	--	--	126
53. Delta, Alaska (P.L. 96-487--12/2/80)	Bureau of Land Mgt.	20	24	18	62
54. Fortymile, Alaska (P.L. 95-4[illegible]7--12/2/80)	Bureau of Land Mgt.	179	203	10	392
55. Gulkana, Alaska (P.L. 96-487--12/2/80)	Bureau of Land Mgt.	181	--	--	181

River Present Units in the National System	Administering Agency	Miles by Classification Wild	Scenic	Recreational	Total Miles
56. Unalakleet, Alaska (P.L. 96-487--12/2/80)	Bureau of Land Mgt.	80	--	--	80
57. Klamath, California (Secretarial Designation--1/19/81)	State of California	--	3	41	44
	Forest Service	12	21	177.5	210.5
	Bureau of Land Mgt.	--	--	1.5	1.5
	Hoopa Valley Indian Reservation	--	--	29	29
	National Park Svc.	--	--	1	1
58. Trinity, California (Secretarial Designation--1/19/81)	State of California	2	11	24	37
	Forest Service	42	22	71	135
	Bureau of Land Mgt.	--	--	17	17
	Hoopa Valley Indian Reservation	--	6	8	14
59. Eel, California (Secretarial Designation--1/19/81)	State of California	36	22.5	250.5	309
	Forest Service	31	--	--	31
	Bureau of Land Mgt.	21	4.5	6.5	32
	Round Valley Indian Reservation	5	1	16	22
60. Smith, California (Secretarial Designation--1/19/81)	State of California	--	.5	28.5	29
	Forest Service	36	1.5	273.5	311
61. Verde, Arizona (P.L. 98-406--8/28/84)	Forest Service	18.5	22	--	40.5
62. Tuolumne, California (P.L. 98-425--9/28/84)	Forest Service	9	6	13	28
	National Park Svc.	37	17	--	54
	Bureau of Land Mgt.	1	--	--	1
63. Au Sable, Michigan (P.L. 98-444--10/4/84)	Forest Service	--	23	--	23

River Present Units in the National System	Administering Agency	Miles by Classification* Wild	Scenic	Recreational	Total Miles
64. Owyhee, Oregon (P.L. 98-494--10/19/84)	Bureau of Land Mgt.	112	--	--	112
65. Illinois, Oregon (P.L. 98-494--10/19/84)	Forest Service	28.7	17.9	3.8	50.4
66. Loxahatchee, Florida (Secretarial Designation--5/17/85)	State of Florida	1.25	5.75	.5	7.5
67. Horsepasture, North Carolina (P.L. 99-530--10/27/86)	Forest Service	(To be determined)			4.2
68. Cache la Poudre, Colorado (P.L. 99-590--10/30/86)	Forest Service	18	--	46	64
	National Park Svc.	12	--	--	12
69. Black Creek, Mississippi (P.L. 99-590--10/30/86)	Forest Service	--	21	--	21
70. Saline Bayou, Louisiana (P.L. 99-590--10/30/86)	Forest Service	(To be determined)			19
71. Klickitat, Washington (P.L. 99-663--11/17/86)	Forest Service	--	--	10	10
72. White Salmon, Washington (P.L. 99-663--11/17/86)	Forest Service	--	--	9	9
		4293.4	1214.85	1831.8	7363.25

*Total of these three columns will be 23.2 miles short of Total Miles pending classification of Horsepasture and Saline Bayou by the Forest Service.